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ABSTRACT

In this descriptive study of the views and opinions of member organizations of the Canadian Council on Rural Development (CCRD), it is noted that approximately 6 months after the CCRD was created the decision was made by the organization to assess and define itself prior to attempting to contribute to the solution of problems relating to land and community development. Interviews and group discussions with members of each organization comprising the CCRD were accomplished in addition to other generalized data-collection and analysis activities. Specific topics studied included problems in rural development, how CCRD member organizations are working toward a solution to these problems, objectives of rural development programs, methods for implementing the programs, the Agricultural Rural Development Act (ARDA) and rural development, and the role of the CCRD. The study attempts to show the basic organizational approaches to the solution of nationwide problems related to fostering improvements in Canada's vast rural areas. No specific recommendations are made. The document contains 5 appendices. (AL)

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VIEWS ON RURAL DEVELOPMENT IN CANADA

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FOREWORD

The unique constitution of the Canadian Council on Rural Development was a prime factor in determining the direction of its first endeavours and the nature of its initial contribution. The Council is an advisory body, comprising professionals in the field of rural development and representatives of such national organizations as are active in this area. Its members, drawn from many disciplines and professions, come from all parts of Canada and their aims and interests, however convergent they may be, derive from a wide variety of circumstances and remain quite distinct.

In this respect, the Council may be said to be a reflection of Canadian society as a whole, as it copes with the difficult but rewarding task of achieving a unity which recognizes diversity. As a first duty, members of the CCRD had to get to know each other, uncover common interests, note divergencies and take stock of their resources. Policies which had fathered many plans and programs in the field of rural development needed to be adapted to a wide variety of situations across the country, to be made responsive to differences in outlook and to be prepared to meet resistances of all kinds.

Under such circumstances, the CCRD had a duty to assess and define itself, before it could aspire to offer meaningful contributions to the solution of the problems Canada faces in the orderly development of its lands and communities.

This paper, which is the first of a series of studies we hope to publish on the policies, organizations and attitudes of those engaged in the tremendous task of regional development, is an attempt at honest self-appraisal. We felt that Canadians might cull something of value from its pages.

David Kirk
Chairman

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I - INTRODUCTION: BACKGROUND TO THE STUDY

When the Committee on the Documentation of Organizations' Views met in Toronto on June 10, 1966, the Canadian Council on Rural Development had been in existence for just short of six months. Two general meetings of the Council had been held and decisions had been made to embark on three projects, each one the responsibility of committees of the Council.

The rationale for the program to be undertaken by the Canadian Council on Rural Development was outlined in "A Recommended Work Program for the Canadian Council on Rural Development for 1966-1967" in April. The introductory statement of this document provides a general framework within which the purposes of this inquiry can be interpreted:

> The general role of the Canadian Council on Rural Development is 'to advise the Minister on the scope, direction, and implementation of Canada's rural development policy and program'. In the view of the Executive Committee, the Council - in this first year - would be well advised to establish a clearly defined, selective and realistic program of work. The objective should be to establish a well-informed foundation which will permit the Council to move on to more difficult and longer-range objectives by the second year.

The terms of reference, suggested procedures and the expectations of the study were also considered in the Recommended Work Program and these became the guidelines for the Committee's further definition of the project:

> The project committee on the views of national organizations might wish to solicit the opinions of all organizations with representatives on the Council with reference to such matters as the purposes which rural development should serve, the extent to which these purposes appear to be served, suggestions for improvement, and ways and means of making more effective use of national organizations. The method which the project committee uses to secure this information might require the co-operation of each organizational representative on the Council. For example, a general guide might be prepared for use by

Council members in preparing a brief through consultation with the executive officers of their organization. The briefs would then be studied by the project committee. The advantage of this method would be that it would not only provide relevant information for the project committee; it would also assist Council members to become familiar with the views and concerns of the organization they represent.

Further discussion by the Committee led to a general outline of the purposes of the inquiry. The Committee would seek to define the views, concerns and suggestions of the organizational membership of the Council and would solicit information to ascertain from them:

1. the purposes in rural development which should be served;
2. how well these purposes are being served;
3. what new developments are needed.

The approach to the inquiry stresses the importance of seeing ARDA in the context of rural problems, rather than rural problems within the context of ARDA. Therefore, as a starting point, the organizations should be asked what they think are the problems in rural areas. From this, what views do they have on objectives that should be achieved. Having established the problems and objectives in rural development, the next step would be to ascertain views on how ARDA relates to them. It was hoped the inquiry, and the processes of the inquiry, would assist the organizations in taking an interest in developing their ideas and interests and consolidating their identification with rural development objectives.

DEVELOPMENT OF THE STUDY APPROACH

Any study that sets out to document views is faced with many problems in arriving at a precise formulation. A view, by definition is "an opinion or sets of opinions usually more or less coloured by individual feeling, sentiment or bias", and synonyms for this term - opinion, belief, conviction, persuasion and sentiment - have in common a more or less clearly formulated idea or judgment one holds to be true.[1]

The field of inquiry - rural development, is also rather vague. The concept of rural development itself, by intent was not defined, as another of the Council's committees was established to define this and other relevant concepts. It was necessary, therefore, to leave the meaning of terminology to whatever common usage participants in the study might indicate. In other words, the study was conceived from a general approach, seeking to gather as wide as possible a range of views on rural development.

The specific aspects of the inquiry, and the areas upon which views would be sought were developed through committee discussion. As a result of this process the "Guide for Suggested Areas for Comment"[2] was drafted, later revised and agreed upon by the Committee. While a flexible approach was implied, and views outside these areas might be anticipated, the Guide did provide a frame of reference to give direction both for the collection of information, and later for the preparation of the report.[3]

PROCEDURES OF THE STUDY

The Project Director was appointed shortly after the Committee meeting on June 10 and his first task was to work with the Committee in preparing the "Guide for Suggested Areas of Comment", and in developing a method and timetable for the study. Toward the end of June a letter of explanation was sent to the organizational representatives of each member organization of the Council asking for interviews with them, and inviting the participation of other staff or lay members wherever it would be helpful. The Committee regarded these initial interviews as an important part of the project. It was hoped the inquiry, and the processes of the inquiry, would assist organizations in developing their ideas and interests and in consolidating their identification with rural development objectives.

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[1] Websters Third International Dictionary, unabridged (Springfield, Mass. G. and C. Merriam Co., 1965) p. 1582.

[2] See Appendix B.

[3] Further discussion of the problem formulation and the assumptions and hypotheses of the study are contained in Appendix C.

There was some apprehension over the necessity of having to schedule interviews during the vacation period of July and August. However, with the co-operation of the organizational representatives and the help of two professional assistants, the consultations with the twenty-two member organizations were virtually completed on schedule. The Project Director conducted sixteen interviews mostly in the Montreal - Ottawa - Toronto area including four in British Columbia; Dr. J.W. Frei of Montreal travelled eastward and completed eight interviews with the representatives of the Quebec and eastern Canada based organizations; and Mr. Lloyd Lenton of Winnipeg visited three western representatives in Saskatchewan and Alberta.

Prior to the period of interviewing, the Project Director discussed with the other interviewers the purposes of the inquiry, the interview form and the type of recording and additional documentation required to ensure that reasonably comparable data could be obtained. Depending on the circumstances interviews were conducted with individuals, or in meeting situations where two or more people had been convened. In several instances, notes taken by the interviewer were returned in draft form for further comment and clarification by correspondence.

The Project Director undertook to collect, compile and analyse the various materials received from the organizations. From this a comprehensive outline for the report was prepared for the Committee and this was discussed in detail at a meeting of the Committee held in Montreal on October 28. Subsequently, the written report was drafted and presented to the Committee members by mail and considered at a meeting in Montreal on January 6, 1967. Revisions required for the final report and the Committee's recommendations were completed following this meeting.

II - PROBLEMS IN RURAL DEVELOPMENT

The starting point of this inquiry was to ascertain the major unsolved problems of rural areas as seen by the member organizations. This was intended to go beyond the identification of problems, to include reasons why they were seen as problems and what factors were causing them. A time consideration was also introduced to discover, if possible, which problems appeared to have emerged in the past five to ten years.

As an exploratory approach was taken, to secure a broad range of views, it is important to maintain an inductive orientation to the views expressed. Therefore, when faced with a multiplicity of problems identified, and differing views given for their existence, some criteria are needed for analysis, and these ideally should be as free as possible from preconceptions. These criteria cannot be entirely objective, although frequency with which problems are identified, and emphasis given are useful indications. The degree of clarity and supporting documentation are also relevant. Interrelationships among the views expressed, where common agreements seemed evident could be examined. Similarly, significant differences in views expressed could be assessed when they apply to a commonly identified problem area.

While conceding the merits of detached objectivity there is a bias in the approach taken to the views and documentation supplied. Not all situations, or facts about rural areas are in themselves problematic. As has been pointed out several times, many people prefer to live in rural areas and find this way of life satisfying, and they will continue to do so. Essentially, we are looking here for the situations and facts pertaining to rural areas that have produced problems, or are producing problems. Stated briefly, the bias taken is in the notion that these situations and facts tend to become problematic at those points where we are unable to deal effectively with the side effects of rapid social and technological changes.

GENERAL DEFINITION OF THE RURAL PROBLEM SITUATION

The main concerns, the ones most frequently mentioned and emphasized are taken as the basis for the general definition of the rural problem situation as found in the views expressed by member organizations. For purposes of discussion it is necessary to identify several main themes, but this is done with the recognition that there are interrelationships among them, and they cannot be seen to exist as separate entities. It is recognized here and through the presentation of this report that environmental conditions must be examined first to enable evaluation of the social responses that people make to their environment.

Underdevelopment of rural areas

Underdevelopment of resources in rural areas was one of the main themes expressed by member organizations. A history largely dominated by laissez-faire policies toward the utilization of natural resources has resulted in the realization of pressing needs for redirected and major efforts toward their conservation and more rational development. In a broader context, the whole idea of environmental control was put forward. Problems in forest-water relationships were thought to have received very little attention. Much more needs to be done in the conservation of renewable natural resources - soil, water, fish, forests and wildlife.

The need for environmental control was emphasized by several organizations in application to land use planning and control. This was seen to lead to more organization for production and for marketing. In part this was looked upon initially as a technical approach to offset the incorrect use of land. One of the typical problems in this area was the use of marginal lands where people are unproductive. There is need to assemble information on what is an economic unit - region by region. This starts as a local problem, depending upon soil, climate and other factors. The problem then becomes a matter of how to assemble these economic units and how to distribute land to those who will use it, whether for agriculture or other uses.

Concern was expressed over the lack of a real or positive concept of that which is rural. We have tended not to see it as something existing in its own right - there is relative isolation and insulation in rural areas in which geography has been a factor. Moreover, we have attempted to impose industrial urban models on rural areas - a central problem to all our social systems, leading to lack of success in rural areas. The relationships between industrialized economies of urban areas and rural areas need to be understood through the production and consumption exchanges between them.

Where these views tended to come together most clearly was around the needs for regional development. For instance, it was thought the regional development of agriculture was necessary for competition in world markets. In six of the eight interviews in eastern Canada it was stressed that the rural areas were severely underdeveloped, and there was expression of the need for unified regional economic development that would take into account the urban and rural interrelationships.

Special problems were seen in the application of regional development to Indian reserves. The birth rate of Indian populations is three and a half times the rate of the general population and this fact must be considered in relation to the economic potential of the reserves if the needs of the expanding populations are to be met. Further division of land can lead to less efficiency. Some reserve units may not be viable, which poses one type of problem. In other instances, resources might well be developed and the population group increased.

One general overview on the underdevelopment of rural areas was presented on the basis of the general recognition of the relationship of wise resource use to individual prosperity:

> It is undoubtedly true that in practice optimum use is not being made of all land in settled parts of Canada. Abandoned sub-marginal agricultural land, improper management of land under operation, and inadequate attempts to change land use pattern which has existed over many years all combine to encourage poverty. People do not change habits readily, and they must be faced with the constant challenge to use more fully and efficiently the land which they possess.[1]

Low level of basic education and vocational training

Deficiencies in basic education and vocational training in rural areas were identified by almost all organizations, and in a number they were stressed as the most pressing problems.

A relative imbalance in education between urban and rural areas was one approach taken. Facilities for education, culture and communication are much stronger and more dominant in urban areas. People in rural areas overhear city conversations and these can have meaning only when the background is understood. Relatively little impact is received from that which is more distinctly rural. This imbalance also has the effect of giving least service to those who are farthest away, and who need it most to combat isolation and insulation. The effect of this imbalance was reflected in a typical view that considered the present education system absolutely inadequate for healthy rural development. It lacks not only systematic instruction in subjects basic for farming, but also does not give even an average quality of education needed to cope with complex modern life in general.[2]

Low educational opportunity and achievement were seen as major deterents to adaptation, whether the rural person is likely to remain living in a rural area or move to an urban industrial community. One particular dilemma is posed when it is recognized there are real value conflicts and role conflicts. We don't know what kind of role they are going to play. Inevitably fewer people are likely to be living in rural areas and therefore people need education for mobility. Similar problems can be seen where the rural person with poor educational qualification is no worse off than the unskilled urban person. And we are not really moving on retraining either group.

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[1] A.D. Hall, Canadian Forestry Association, - Comments on "Suggested Guide for Comments", July 15, 1966.

[2] Robert Raynauld, President, Canadian Forestry Association, interview, July 28, 1966.

Poor education will result in inability to adapt to changing rural conditions and will leave major objectives of rural development largely unfulfilled:

> There is a definite need in the farm economy for an extensive re-education program. At the same time we must adjust ourselves to recognize contrary to popular belief that the farm is not the place to put the individual when he has shown no aptitudes for fitting into any other phase of our economy. The man of limited intelligence and ability will not survive in the farm economy any better than he will in any other phase of the Canadian economy... It does appear that people with shortcomings can somehow or other be happy on sub-grade incomes but at the same time they will give sub-grade production, and this in no way will help to correct the food shortage. The great single factor facing civilization today is the population explosion and the food shortage; this is the problem we should be attempting to solve.[3]

The significance of this same problem of poor education was also put in these terms:

> The re-organization of the present economy and any increase of industrial production, especially on the secondary and tertiary level, will require considerable improvement in the education of the young and adults, and re-education of manual labourers so they will be able to work in such industries.[4]

---

[3] Gordon A. Hume, Director, Western Reclamation Association, Moose Jaw, Sask., Comments on "Suggested Guide for Comments", July 18, 1966.

[4] Jean-Claude Lebel, General Secretary, Le Comité de Liaison de L'Est de Québec, Inc., interview, August 4, 1966.

A major deterent to adaption caused by deficiencies in basic and vocational training affects the large number of people who are unable to adapt or respond effectively to the urban industrial community. Here we are also faced with the question of whether we anticipate the number living in rural areas will go on declining; or, do we visualize a situation where they will increase. Those who referred to these problems tended to see the need for educational opportunities for young people who wish to move to cities, recognizing the habits of industrial life differ from rural living, and that help is needed. This is also a problem for Indians moving to cities from reserves. Whether the educational responsibility was best taken in rural communities, or whether it was expected that cities should bear the cost of education was posed as an unresolved problem.

Changing attitudes of rural young people toward education were also thought important. The influence of television, transportation and other forms of communication have changed the standards of behaviour, clothing, music interests, and there has been a tendency to break down rural-urban differences. In the country - as indeed in the city - young Canadians are searching for real goals in life. Communication influences and higher standards of living are tending to cause dependence on artificial values. Educational programs geared to make young people aware of more solid foundations on which they can build their careers and lives must be increased. Similarly, selfish motivations can be counteracted by stressing interdependence of people with people, and people with resources.

Manpower problems - unemployment and underemployment

Lacks in general planning for the development of rural areas, and in education, have brought about the third major unsolved problem of manpower - unemployment and underemployment.

Perhaps the first thing to be aware of in this area is the differences in views of member organizations on the nature of the problem. This might be seen as representing the views of those, on the one hand, who see the necessity for larger units of operation, and the use of more advanced technology, and those who see the need to protect the interests of the smaller operators, and are concerned with present trends to force him to accept changes, or to leave. Ultimately, these two sets of views, whether applied to agriculture, fishing or forestry, result in differences in approach to the solution of problems.

Concerns over the implications of the emigration of rural people to larger centres were raised frequently. An increased drift of farm populations has caused an unbalance in service and distribution of resources and division of responsibility. The following comments on the causes and effects of this movement pointed to basic dilemmas:

> The fact that returns from agriculture are not keeping pace with the increasing expenses poses one of the greatest threats to rural life which have been encountered for many years. This is noticeable in an irrigated area such as the Eastern Irrigation District when low net returns provide a poor incentive for young people to enter agricultural communities or for that matter for those raised in the area to remain.
>
> High municipal assessments resulting from inflated land values and high educational costs are contributing towards the establishment of larger farm units and the disappearance of many small family farms. Acceleration of these amalgamations will no doubt be a result of more efficient operations but will deplete rural populations.
>
> In irrigated areas, the major portion of the benefits which are being generated by agriculture are going to others rather than to the man on the land.[5]

The trend of the selective emigration of the "cream of the crop" was emphasized as a crucial problem in some areas. One example given was from the Lower St. Lawrence and Gaspe Peninsula regions where the mentality of the people is rural. As industrialization proceeds, an adjustment between rural and industrial values will be inevitable. The regions will have to face: selective emigration of young people seeking higher education from slower developing rural areas to the cities of western Quebec; and, the coming technological progress will force those who stay to change their skills - to adjust to new methods of work in fishing, agriculture and forestry, and to increased industrialization.[6]

---

[5] R.T. White, Director, Western Reclamation Association, General Manager, Eastern Irrigation District, Brooks, Alta., Comments on "Suggested Guide for Comments", July 14, 1966.

The situation facing the poorly educated unskilled labourer is particularly acute. Another example cited from eastern Quebec stresses this problem needs intensive attention. An inventory of this category of workers should be prepared systematically in all localities, abilities classified and intensive re-education undertaken to make them employable - either out of the area, or new employment opportunities should be created for these people in the area. The area needs a substantial increase in the number of jobs, especially in industry. Due to soil conditions and a short growing season the role of agriculture is secondary. Even in those areas where the soil is better, concentration and mechanization will eliminate manual labour. The most suitable products: cattle, sheep, hay, poultry, do not need too much labour.[7]

The fishing industry was another place where similar basic problems in the utilization of manpower were illustrated. In some parts of Canada there is too much gear in the water and fewer fishermen are needed. In offshore, deepsea fishing, there is difficulty in securing people with specialized training as captains, mates and engineers. Fishing is uneconomic in many small remote settlements. There is difficulty in ensuring adequate income: catches cannot be predicted, leading to high risk and frequent hardship. And yet, the potential of fishing in terms of national and international requirements has been barely tapped.[8]

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[6] Leo A. Dorais, Institut Canadien d'Education des Adultes, interview, August 19, 1966.

[7] F.X. Légaré, Directeur Régional, Confédération des Syndicats Nationaux, Rimouski, Québec, interview, August 3, 1966.

With the trend toward larger units of operation in rural industries the prevailing economic mechanism has tended to force out many. The Co-operative Union of Canada sees the need to pursue policies that will not have the effect of unnecessarily removing people from the land, but to help them where they are. Here, two questions are important: the size of the land holding, and land tenure. The provision of credit to farmers has been urban-oriented as has been banking and insurance, and not interpreted in relation to the needs of rural communities. The provision of credit to farmers, for instance, has tended to support the larger individual operator. There should be some prospect for the young man to own equity in his farm, as opposed to being simply a tenant. The approach should be toward rental and holding land in trust, rather than procuring all the money required to purchase the land.[9] Solutions proposed for these problems and related ones such as marketing will be dealt with under the section on methodology of rural development.

Underlying problems in manpower was the unresolved question of how the organizational members viewed keeping or helping people to remain in rural areas, and how to encourage them to leave. Is there, as was suggested, a tendency to over-simplify the movement of people? Have we resolved the issue of whether we bring people to industry or industry to people? One person interviewed commented that the concept of relationship of the individual to productivity is a factory model, which is not really operating in the urban community - less so in the rural one. There is a problem of trying to define the rural person in relation to a factory model - and this has many welfare implications as well as other relationships throughout the country.[10]

---

[8] Gordon A. O'Brien, Executive Secretary, Fisheries Council of Canada, interview, July 20, 1966.

[9] Interview with officials of The Co-operative Union of Canada, July 27, 1966.

Economic disadvantage

This fourth general theme of relative economic disadvantage emerged strongly from the views of member organizations. The three themes previously identified all point in this direction, and lead to concerns over income imbalance generally and poverty in particular. It refers to the significant proportion of the population that finds social and economic adjustment difficult, or virtually impossible, due to unmet financial requirements and their insecurities related to adjustment.

In general terms the elements in this problem were seen to include: prices not keeping pace with rising costs, low productivity, lacks in rational management of soil, marketing, and organization of productive and human resources, inadequacies in credit, problems of farmers' ability and means, concerns over changing technology, detrimental effects of urban industries or adjacent rural areas, and lacks in real regional economies.

Because this large problem area has many specific implications, these will be examined further within a framework that makes it possible to look at them in greater detail. The framework selected is also intended to provide greater focus for the responses of three general groupings in the membership of the Canadian Council on Rural Development. In addition, more specific identification of problems of rural development will be possible.

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[10] David Woodsworth, Research Director, Canadian Welfare Council, interview, July 22, 1966.

MORE SPECIFIC DEFINITIONS OF THE RURAL PROBLEM SITUATION

As might be expected, many organizations tend to identify problems largely from the purposes and activities they seek to pursue. This section is intended to bring out main groupings of problems which correspond to three clusterings of similar organizational concerns. It should be noted also that the membership of the Canadian Council on Rural Development is made up of roughly equal numbers of member organizations representative of each of the three following general approaches to rural development.

1. Organizations oriented to agriculture, rural based industries and economic development

   This appears to be the most dominant of all the clusterings and reflects the number of organizational members of the Council with these main interests. As a rule these organizations have been in the field for a long time and have far-reaching concerns in rural development.

2. Conservation

   There is a significant number of the organizations of the Council's membership that emphasize conservation. This is often expressed in particular purposes and activities and so there is reflected an orientation of views on rural development different from the first grouping, but often closely related.

3. Social development and education

   The emphasis of these organizations is on problems related to the development of human resources. Again, this is a matter of emphasis, because each of these groupings recognizes its interdependence with the others.

Agriculture, rural based industries and economic development.

Problem of a general approach - The problems in the four Maritime provinces are rural, not specifically agriculture, forestry, fishing, etc. The rural areas are not developed and they require a planned solution of roads and transportation problems, forestry, industry, fishing and agriculture. Rural development has to be accelerated in close co-ordination with urban development. Any separate approach to the solution of rural problems seems to be economically dangerous and subject to possible failure.[11]

Consolidation of small farms - In parts of the country where farms are quite small there have been problems in unifying them into large enough units. Today, many small farms are abandoned and not cultivated. Due to the super value placed upon the ownership of land experience has shown that efforts to purchase abandoned farms have encountered resistance to sell them.

Sometimes a second problem emerges when soil utilization is evaluated. Many soils unsuited to agriculture should be reforested; and on the other hand soils valuable to agriculture are forested and should be turned into farmland.

Displacement of people - Owing to the lack of systematic industrialization and economic growth certain regions are over-populated. These regions are characterized by marginal incomes, low education, underemployment and unemployment. Even if these regions are developed and there is reorganization of agriculture, fisheries, forestry, mining and tourism there will still be too many people for the regions to support adequately. As was pointed out by M. Jean-Claude Lebel for instance, the problem of such modernization in the BAEQ program is that after it has been completed a population of only 200,000 can live on the 'urban' level of the gross regional product - at the present rate of utilization of resources of the region. As the total population is 325,000 (and according to the plans will stay at the same level to 1982), about 125,000 people will have either to emigrate, or they will have to be employed in newly-created industries, or by development of new jobs in tourism.[12]

---

[11] Arthur C. Parks, Director of Research, The Atlantic Provinces Economic Council - from notes on interview, July 27, 1966.

Lack of appreciation of the contribution of large industry to regional economy - This problem has a relationship to the problem posed on the displacement of people:

> Generally speaking, there is a lack of appreciation of the extent to which local industry contributes to the prosperity of all individuals in a community. The direct relationship of personnel employed by the industry is readily determined. However, it is much less generally recognized the contribution which large industry makes to a local community through the purchase of supplies and services from the general area in which the industry operates. Even less generally appreciated are the secondary and tertiary flows of money into the hands of the individual people who cater to the needs of employees or suppliers of these industries.
>
> This relationship in depth of the total economy of an industry is important from a forestry stand-point because complete study of regional economics and the subsequent benefits felt by individual rural dwellers would help to support long term state expenditures for massive reforestation projects.
>
> Such studies might also indicate ways whereby rural people who are living on uneconomic farm units could still live in those rural regions while at the same time deriving significant parts of their income from direct or indirect industrial sources.[13]

Urban sprawl - Due to the general lack of regional planning, the problem of the effects of urban sprawl on adjacent rural areas have not been given sufficient attention. According to representatives of the Conservation Council of Ontario serious studies are required on the economic effects of urban sprawl on farm production. It is possible for people to buy up sections of areas surrounding urban centres and when parts of farms are sold, they are not kept up. This also leads to ribbon developments.

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[12] Lebel, *op. cit.*

[13] Hall, *op. cit.*

Studies are needed to ascertain the secondary costs of urban sprawl to the communities affected.

The problem of ribbon development of summer cottages along lakes within easy reach of urban centres was pointed out by Arthur C. Parks.

> There appears to be a growing tendency for farm land bordering on lake water to be disposed of for summer residence purposes. This is resulting in a ribbon-type summer residence development bordering lake front. Market conditions are such that the sale of land for summer residence purposes commands a higher price than the sale of land for agricultural purposes. This combined with relatively low farm income in many cases appears to have led to the sale of capital to help meet current expenses.[14]

This situation was seen generally to support argument in favour of the planned use of this land to realize its maximum.

Mechanization and use of machinery - The increased use of machinery has probably contributed more than any other factor in changing agricultural and other rural industries in the past two or three decades. On the one hand, are problems of insufficient mechanization leading to ineffective resource development, uneconomic units of production, and low production rates. On the other, increased mechanization also leads to consolidation of smaller units, displacement of manual labour and smaller operators being forced out. Ineffective use of mechanization was also cited in areas where individual operators prefer to own their own expensive equipment, even if it is used for a particular procedure once a year, when it is conceivable these units could be used by several operators without adversely affecting the production requirements. The views of member organizations on the implications of these changes will be developed more fully in the sections of the report covering the policies and activities of organizations.

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[14] Parks, *op. cit.* with clarification by letter, February 9, 1967.

Finance, credit and insurance - The many references to financial problems tended to express concern over the lack of co-ordination and insufficiencies of this aid. Administration tends to be from afar, and out of touch with local conditions and needs. Credit, banking and insurance facilities are urban oriented and so organized, lacking interpretation in relation to the needs of rural communities and services are inadequately developed because it is not known how to extend them. Sometimes this problem was seen arising from the lack of information on available governmental help and resources.

Detrimental influences - Concerns were raised by several organizations over the utilization of unorganized cheap labour in some smaller rural communities and its exploitation and abuse by some larger companies. Along with this was mentioned the seasonal aspect of employment and the social implications of working away from families and in primitive conditions.

Another detrimental influence to sound rural development was the problem of political patronage. In some areas political patronage was seen to be almost traditional. Limitation and eventual elimination of this type of influence may be possible in soundly conceived regional and local plans.

Lack of co-operation and co-ordination - Concerns in this problem area were expressed frequently. One of the questions for comment by the organizations referred to views on these matters, and these responses will be taken up separately. In general, the problem of the lack of co-operation and co-ordination of efforts was seen in the efforts between the federal and provincial governments, and between governmental departments and agencies and the work in the field.

Conservation

The importance of the wise use of natural resources has already been highlighted. The organizational members of the Canadian Council on Rural Development that emphasize conservation are themselves composed of great numbers of groups across Canada that share a common basic concern and seek to broaden their impact by educational programs. The nature of these problems will be considered elsewhere in this report, but a single excerpt from a publication by the Canadian Wildlife Federation will convey the urgency and range of problems they are seeking to bring to attention:

> Canada is in a state of rapid growth. Population, urbanization and industrialization are increasing at unprecedented rates. Almost three quarters of all Canadians live in urban areas, most of them absorbed in a competitive struggle for an even higher material standard of living. They have more money and more leisure time than ever before and they are more mobile. The past decade has witnessed a veritable stampede to the out-of-doors....
>
> We have slowly awakened to the hard fact that a crisis is upon us. The areas we need for outdoor recreation simply are not available - at least not in sufficient supply or close enough to where they are needed. In places even pure water and clean air have ceased to be available....
>
> We know that material things alone do not constitute wealth. An adequate standard of living is also an affair of the intellect, and is closely linked to a harmonious relationship with our natural environment....
>
> In the past we have slashed and burned forests to lay bare land that can never support an agricultural economy; we are still draining wetlands, those oases of wildlife, to grow more produce to add to our stockpiled surpluses; we have allowed industries and municipalities to mushroom at random in places where their wastes must pollute air and water; we allow cities to sprawl out in row after row of housing, with no thought of sparing the natural beauty spots that could enrich the life of all nearby; we use vast quantities of highly toxic insecticides that are poisonous to all living things - all in the name of progress.[15]

Social development and education

In addition to problems of basic education and vocational training discussed previously, organizations emphasizing social development and education recognized the following problems:

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[15] Statement on National Wildlife Week, April 5-11, 1964, Canadian Wildlife Federation.

Leadership development - The resources of leadership are not being tapped in rural communities. There has been a tendency to overload a relatively small number of people. A lack of co-ordination of leadership development programs, and a similar lack of adult education programs are evident. There is a communications gap. People need to participate more broadly in the co-ordination not only within their own affairs, but with others too.

Involvement of people - Many references were made to the problem of the participation of people. Resistances to change are strong, and where people may see the necessity for change, they are inhibited and unable to face the prospects of change for themselves. The participation of people was seen of fundamental importance to the development of plans for regional development. At the "grass roots" level people are not yet prepared for change. And yet they must be helped not to become victimized by changes. Efforts to impose decisions have not been effective, and if development is to occur efforts to involve people must be approached with conviction, depth and continuity.

Dependency - In areas where seasonal employment, unemployment and low production of small units are found, the sense of security of life is very low or non-existent. While some criticisms were expressed over the attitudes of people who depend on assistance programs for their livelihood and abuses of these programs, there was some recognition of security provided by this way of life - albeit unsatisfactory for all concerned. The problems of dependency are deep-seated and not too clearly understood in their psycho-social aspects, and much more research in this area is needed.

Among other problems were those of inadequate housing, the exploitation of cheap labour and a piecemeal approach to solving problems of human resource development.

In summary

A general definition of the rural problem situation grew out of widely shared and frequently mentioned problems in rural development. An underlying relationship emerged starting with under-development of rural areas, low level of basic education and vocational training, problems of manpower - unemployment and underemployment, leading to concerns over income imbalance generally and poverty in particular.

More specific definitions of the rural problem situation were related to the three main clusterings of organizational interests and concerns: organizations oriented toward agriculture, rural based industries and economic development; organizations emphasizing conservation; and organizations that tend to give priority to problems in social development and education.

III - HOW MEMBER ORGANIZATIONS ARE WORKING TOWARD THE SOLUTION OF PROBLEMS IN RURAL DEVELOPMENT

Major Roles and Functions Performed by Member Organizations

Analysis of Major Interests and Activities in Rural Development

1. Development of policy and policy statements
2. Research and study
3. Co-operation, co-ordination, liaison and communication
4. Education, seminars, publications, special projects and demonstrations

III - HOW MEMBER ORGANIZATIONS ARE WORKING TOWARD THE SOLUTION OF PROBLEMS IN RURAL DEVELOPMENT

Active and sustained effort to achieve solutions for rural development problems is shown from the great variety of activities stimulated and carried forward by member organizations. Indeed, much of the documentation gathered from this study describes these activities both in range and depth of detail. No attempt will be made to itemize these activities nor to evaluate their individual effectiveness. Rather, the purpose will be to seek broad perspectives on the impact of these activities on rural development problems.

The first perspective relates to the major roles and functions performed by member organizations. Information was supplied by each of the organizations on its purposes and structure, from which it is possible to derive major characteristics shared in common. What do these characteristics suggest about the types of response to rural development problems that are open to member organizations? How do the major roles and functions both limit and direct the nature of the activities that can be undertaken usefully?

A second perspective grows from an analysis of the major interests and activities reported. Growing out of the major roles and functions performed by member organizations four main groupings of interests and activities have been identified:

1. the development of policy and policy statements
2. research and study
3. co-operation, co-ordination, liaison and communication
4. education, publications, seminars, special projects and demonstrations.

It is also recognized that the nature of activities and the emphasis given to rural development varies considerably among member organizations. What trends emerge on organizational emphasis and activities? How central or important is the solution of rural development problems to the total efforts of the member organizations? Are activities increasing - or decreasing? Consideration of these questions will form part of the discussion that follows.

MAJOR ROLES AND FUNCTIONS PERFORMED BY MEMBER ORGANIZATIONS

Despite the many differences among member organizations that can be seen readily, there do appear to be some important characteristics these organizations have in common. Similarities become evident when the organizations are seen from the standpoint of the roles and functions they perform as voluntary bodies. It is in the performance of these roles and functions that the main interactions with governmental and other bodies can be understood. Moreover, the ways in which these organizations can contribute to the solution of rural development problems are governed by these characteristics.

The general typology of member organizations presented here is derived from the information gathered. It is not a preconceived framework. The essential roles and functions described indicate there are certain things the organization is required to do to maintain itself internally; and other activities are undertaken to achieve its goals in the external environment. Both aspects, internal and external, must be taken into account. The internal functions give strength, unity and direction, which in turn make it possible for the organization to achieve goals in relation to rural development, or in any area of activity it chooses to emphasize. Finally, it is apparent what the organization comes to see as important to its membership will be affected by significant changes from the outside that come from its interaction with other organizations - voluntary and governmental. Of particular interest to the study is the response of organizations to major changes taking place in rural development policies and programs in Canada.

Member organizations tend to have the following characteristics in common:

- a statement of purpose or objectives that have been approved by the membership and form part of the documents of incorporation
- a governing body, usually elected, a membership constituency, often made up of member organizations. In the case of national organizations there are frequently provincial divisions, and local or special constituent groups
- member organizations more frequently are federative in structure, having come into being to effect a national voice or orientation for the membership. This can be compared to the type of organization that is instituted nationally and seeks to stimulate the development of provincial, regional or local units. Most, but not all, of the member organizations also employ a small professional staff
- policies and policy statements are developed, in some cases through a resolution procedure developed through local and provincial to national meetings, or through constituent groups. Governing boards are sometimes the main source of policy, but are related to regional and special interests through representation. Long and short-range planning is also part of this function
- representation of the interests of members, more usually member organizations is undertaken. It is common to find regular or special representations through briefs, delegations and correspondence to government - local, provincial and federal
- educational activities are carried on directed toward the membership (internal) but also to special publics, or the general public
- co-ordination, co-operation and liaison with other organizations including government are maintained. These activities can become exceedingly complex, especially when

interests of members require a multiplicity of relationships to be sustained over time

- study, research and publication are carried out in relation to the interests and activities of the organization. Special knowledge and expertise in the fields of interest of the organization are developed and refined
- services are provided for members. These may take the form of consultation, provision of special information and representation of members' interests. In some cases, the organization serves as a nerve-centre for the facilitation of trade association requirements for liaison and communication with a variety of governmental departments and business interests
- means are sought to finance the organization to permit it to maintain itself and to extend its ability to fulfill its functions and responsibilities, Financial support from constituents, individuals and organizations usually is basic, although grants and fees often are essential to the budget. Generally, central office facilities are modest, but they are located strategically in relation to the main associations the organization wishes to have.

ANALYSIS OF MAJOR INTERESTS AND ACTIVITIES IN RURAL DEVELOPMENT

1. Development of policy and policy statements

Member organizations have a broad range of major interests and activities. More usually, they are related to basic aims which are not stated in terms of rural development policies. Despite the wide spectrum of problems identified, and views on how they might be solved, most organizations indicated they lacked main policy statements on rural development. For a variety of reasons they did not see themselves as having reached the stage of detailed thinking in these matters. There are several important exceptions, and these tend to appear in more specific policy areas of organizations representing agricultural and conservation interests.

The study did not attempt to obtain policy positions of member organizations on specific issues in rural development. In fact, one of the representatives pointed out the study would be ill-advised to take on the form of a Royal Commission inquiry. There was, however, interest in discovering from the views expressed any trends in the development of policies or policy positions.

Organizations with interests in many broad areas, or giving social and educational development higher priority appeared to have developed least defined policies on rural development. The National Council of Women, for instance, was seen by representatives to have general policies but few classified as distinctly rural. The Canadian Welfare Council which has diversified interests in the social welfare field has been active mainly in research aspects of rural development so far. The administration of welfare services and functions in rural areas needs to be perceived in new ways and efforts are being made by the Canadian Welfare Council to examine the functions and purposes of programs of agencies. Meanwhile, within the Canadian Welfare Council rural development has not been a major emphasis and there is no main policy statement.

The particular role of the Canadian Association for Adult Education in relation to rural development problems is concerned with leadership development at the national level through the creation of study and discussion opportunities for learning. There has been a trend to play down the separations of urban and rural, based on the view that there ought to be fewer distinctions and a more comprehensive approach to leadership development. There is recognition of special problems in leadership development in rural communities and the CAAE has increased its knowledge of overloading and underloading of leadership although this has not been established on a research basis. There is support for the rural community college idea but there is a need for a suitable model. The rural community college should not be just two more years of school in a rural setting but seen in its own right as a place where rural young people could become vitalized in respect to issues affecting rural areas.

Policies of member organizations inevitably tend to flow from the general relationship the organizations have with rural development problems. This fact becomes an anchoring point for the interpretation of views expressed in all aspects of this study. In several instances information was received that not only illustrates this general relationship but more explicitly described the context within which policies are developed.

The problem of rural development should, in our opinion, be viewed as an integral part of regional development. In Canada, as in most countries, the problems of regional disparity revolve around the fact that it is the rural sector which tends to lag economically and to provide limited opportunities for human resources. In contrast, it is the urban industrial sector which provides increasing opportunities for productive employment.

Economic and social problems definitely exist and the interests of the CLC are related to a basic concern for economic well-being for all Canadians. There is also an emotional identification of sorts - a feeling of identity of interests with those of the less fortunate members of rural society. From a pragmatic standpoint there has been a move from the land to industry and these urban newcomers come under the jurisdiction of the CLC and its affiliated organizations.

While the CLC has not generally engaged in detailed thinking or policy recommendation on rural problems in particular, we are very concerned with the need for regional economic development policies in Canada. Nor are we alone in this concern for it is also shared by the New Democratic Party, among others, which has an important rural constituency amongst its membership.

The Economic Council of Canada has highlighted this regional problem in its Second Annual Review on page 139 they state:

> Our analysis has shown that over a period of almost four decades embracing buoyant expansion, a severe depression, a prolonged war and a period of revived national growth - the regional problem in Canada has remained essentially unchanged. Large interregional disparities in per capita income have stubbornly persisted despite various forces working towards better balance. These have included significant redistribution of population, far-reaching adjustments in the structure of economic activity at the national level, and certain public policies aimed at greater equalization of regional incomes. Against such a background, the narrowing of income disparities and the achievement of this result consistently with other basic economic and social objectives, remains one of the most difficult issues confronting the country as a whole.
>
> We would concur wholeheartedly in this analysis and consider it an urgent economic problem demanding immediate and imaginative attention.[1]

Ways in which policies of member organizations reflect the general relationship the organization has with rural development problems, and the interests of the constituencies they serve, are further illustrated in the views expressed on behalf of the Canadian Federation of Agriculture:

> Generally, the Canadian Federation of Agriculture works on broad policies and objectives, broad mandates and institutional arrangements. The approach is not from a dogmatic or predetermined position. The tendency is to find out and construct as it goes forward.
>
> Traditionally, the farm movement has been to a very significant degree a social movement as well as a business lobby. This remains true today, also to a significant extent, although one might make the judgment that the emphasis is shifting away from the 'social movement' orientation. This thing is of course hard to sort out because attitudes of farmers with respect to their position in society, and

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[1] John L. Fryer, Canadian Labour Congress, letter, October, 1966.

> with respect to the sociological significance of the farm sector in society are an element in thinking and acting on most policy questions. Of course, 'social elements' could be defined as those policy areas that bear on the views of farmers as citizens rather than as farmers *per se*. This is a more limiting definition but has some usefulness. On this more limited definition the trend currently is I think somewhat away from emphasis on citizens' concerns but by no means sharply so. It of course remains true that the primary and persistent motivation behind farm organization is the improvement of the farmers' economic interests and position.
>
> .... To say that commodity groups are not oriented to social aspects is not really flatly true, but of course it is true that they tend very strongly to concentrate on their own commodity problems. To some extent they do look to the broader Federations of farm organizations within which they operate to look after the broader social and economic policy aspects. At the same time they are sometimes impatient about preoccupation with these aspects.
>
> .... The Canadian Federation of Agriculture and its constituent organizations inevitably cannot and do not neglect the attempt to bring about policies and programs which will in the short run help farmers, both large and small - they do not and should not lose sight of immediate needs in thinking about longer term aspects of policy. In fact, of course, even the longest term policies have to start some place unless they are simply policies of inaction and non-intervention, and the real challenge is to learn to take effective short term action consistent with and in the context of constructive long term policy thinking and program.[2]

The Fisheries Council of Canada provides a further example of the ways in which the interests of constituent groups in its membership tend to influence the overall policies of the organization. The Fisheries Council functions basically as a trade association, as a go-between of the commercial fishing industry and various departments of government. It is a federation of organizations concerned with local level problems and national concerns are channeled through the national office. While policies are developed in the main in relation to the business and economic interests of the member groups there is an awareness that they are ultimately concerned with the welfare of fishermen, upon whom the fishing industry depends.

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[2] David Kirk, Canadian Federation of Agriculture, letter, October, 1966.

The general relationship of the Co-operative Union of Canada to rural problems gives a different emphasis to the development of its policies. The Co-operative Union seeks to promote the principles of co-operation and no one type of co-operative is favoured. Through co-ordination, research, promotion and liaison with other organizations - governmental, labour and farm organizations a wide range of concerns are covered in rural areas, and strengths in urban areas have developed through the growth of credit unions and insurance. As was pointed out by representatives, it is logical for the Co-operative Union to have something to say on agriculture although there are not too many matters upon which policy is set.

The Indian-Eskimo Association of Canada is a national planning and co-ordinating body providing a forum where representatives of native peoples can meet as equals with other Canadians and together work out approaches to problems. Taking into account most native people live in rural areas, and the nature of their problems, policies on rural development grow out of the raison d'être of the Association, and emphasize special applications to native people and the methodology practised by the Association.

Another form of general approach to policies is taken by the Conservation Council of Ontario. It tends to favour dealing with problems on a broad basis, but also on a regional basis. Regions are specified and policies on the conservation of natural resources are related to these regions.

A regional approach is also taken by the Atlantic Provinces Economic Council. It wants to see a plan for the future economy of the region developed at the earliest possible moment. The Council has a continuing role of exploration, research, study and action on matters of regional significance. it sees its most important role in pointing out to all concerned - federal, provincial, municipal and all other people involved in economic progress - that an objective viewpoint on all questions is essential, and that there is no place for short sighted policies developed for a purely local interest, and effect. It has prepared and presented a number of papers and policy declarations, including a Brief to the Atlantic Development Board in April, 1965, and in October a paper was released at the annual meeting, "Toward a Strategy for the Atlantic Provinces".

While the approach to policies on rural development illustrated in the foregoing tend to reflect a more general approach, there are many member organizations whose policies are more defined. Again, it is possible to see this having taken place as a result of the general relationship of the organizations to rural development problems, and the interests of members or constituent member groups.

L'Union Catholique des Cultivateurs seeks to promote, co-ordinate and help in the establishment and management or redevelopment of agriculture and forestry in the Province of Quebec. The governing bodies of L'Union Catholique des Cultivateurs are the General Congress of the organization held annually and the General Council which has directive power. The presidents of the seventeen Regional Federations and of the seventeen Federations of Producers' Syndicates are members of the General Council. The executive functions are carried out through the General Secretary who is responsible for the office and services of the Treasurer, Merchandising, Rural Economy, Establishment and Management of Farms, Publication, Education and Organization of Syndicates.

Problems have been studied in detail by L'Union Catholique des Cultivateurs and briefs have been submitted to the Provincial Government regularly throughout the years and reports have been made to the general public.[3]

The main role of the Canadian Forestry Association is to make known to individuals the importance of wise management of forest properties over which they have direct control and the importance of the health and well-being of the total forest resources to all Canadians. The Association makes known to government policies which are encouraging good management practice and co-operates closely with them on these matters. The Association provides means to bring government, industry and the general public together in those areas where there are mutual concerns and interests.

An educational role is also emphasized by the Canadian Wildlife Federation which seeks the wise use and conservation of wildlife and other renewable natural resources. It has national representation for organizations concerned with wildlife problems. Co-operation with government and industry is emphasized to solve problems threatening the wildlife heritage - water pollution, destruction of water-fowl breeding grounds and the misuse of pesticides. Such interests lead to the advocating of specific policies in these areas.

The interests of the National and Provincial Parks Association have also given a focus to its policies. An educational role is emphasized and the Association seeks to encourage and support policies that will achieve maximum utilization of parks consistent with the purposes for which National and Provincial Parks have been established.

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[3] Documents made available for this study that deal with specific policies include:

Mémoire à L'Intention du Ministre de L'Agriculture et de la Colonisation de la Province de Québec, May, 1965.

Mémoire de L'Union Catholique des Cultivateurs au Conseil des Ministres de la Province de Québec, December, 1965.

L'Administration et la Gestion des Terres et Forêts du Québec - Mémoire soumis aux audiences publiques du Ministre des Terres et Forêts de la Province de Québec, December, 1965.

Rapport sur L'Exercice 1964 - 1965.

Les Politiques de L'Union Catholique des Cultivateurs.

The Western Reclamation Association is primarily concerned with reclamation and conservation, which in effect leads to the promotion of the best possible uses of land and water resources. The membership of the Association sees water as the most vital resource for the sustenance of life. Policies have been developed in keeping with the conservation of soil, forests, water, birds and wildlife. These have led to the presentation of resolutions that range from opposition to mining in national parks, opposition to the cutting of timber in provincial parks, to urging the survey of the Saskatchewan Nelson System and interest in the Columbia River Treaty to ensure Canadian needs are protected. Many policies relate to irrigation and drainage problems.

It may be noted the foregoing discussion does not include all the member organizations. No specific question was asked in this area and consequently there are gaps and perhaps insufficient documentation. However, it would appear the illustrations provided do serve to indicate some of the typical approaches taken by organizations on policy considerations.

2. Research and study

The financial resources of voluntary organizations do not usually provide for major and extended projects in rural development. However, the potential exists for much more work in this area. As was expressed by representatives of the Conservation Council of Ontario, voluntary organizations have the know-how for studies, can take an independent position, and have many sound ideas if funds were to be made available. Voluntary organizations can act as a spur and support for research and are sufficiently flexible to be able to administer projects and secure research personnel needed.

While the above observation suggests an unreached potential for research and study by member organizations, the documentation obtained by this study shows clearly that the many and diverse activities of this type have occupied a central place in organizational work. Any attempt to do more than highlight research and study activity would open an inquiry beyond the scope of this one. It is suggested therefore that the Canadian Council on Rural Development may wish to consider a separate study to assess the contributions and potential of research and study projects by member organizations.

It would be appropriate here to refer to several organizations that have major purposes to fulfill in research. One of these - The Agricultural Economics Research Council of Canada is a member of Canadian Council on Rural Development.

The Agricultural Economics Research Council of Canada is a non-profit corporation established for the purposes of conducting research in the areas of agricultural economics and rural sociology. The results of the research are intended to provide the agricultural industry and governments with information which will assist in making private decisions and forming public policies.

The Council is sponsored by the provincial and federal Departments of Agriculture, farmers' organizations, and the cooperative and private businesses which provide marketing services, supplies and credit; each of these groups is represented on the Board of Governors of the Council.[4]

> The Directorate has adopted three procedures of carrying out research. (1) by professional staff employed by the Council, (2) through research grants, (3) by conferences based on research papers prepared by persons under contract with the Council. In selecting projects for the program, one of the guidelines has been to carry on research within the boundaries of four main categories pertaining to agricultural economics and rural sociology: 1) efficiency and growth, 2) demand and marketing,

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[4] W.M. Drummond, W.J. Anderson and T.C. Kerr, A Review of Agricultural Policy in Canada (Ottawa: Agricultural Economics Research Council of Canada, 1966), statement inside front cover.

3) rural life and welfare, including the social and institutional structure of agriculture, 4) policy development. Within these categories the Directorate has approved topics which were oriented to agricultural policy and pertinent to the social and economic problems of agriculture.[5]

One example of research completed is The Development of Agricultural Policy in Canada by W.M. Drummond, W.J. Anderson and T.C. Kerr. Comments on this project contained in the Annual Report for 1965-66 would appear to illustrate how views expressed by member organizations can be seen in relationship to independent research findings:

> Agricultural policy is under criticism and review from many sources, both public and private, probably to a greater extent than ever before in the history of Canadian agriculture. This interest may portend major changes in policy.....
>
> A major social and economic goal of the nation during the postwar period has been to attain an equitable distribution of the rising incomes of the economy. Agricultural policy has fallen far short of attaining this goal for the agricultural industry. The conclusion of the study is that agricultural policy has emphasized programs for marketing, productivity and price stability but has underemphasized programs for resource-use. The study points out that the policy for manpower has not kept pace with the pressures on agriculture to adjust its labour force. The policy for capital has over-emphasized credit, in keeping with the assumption that the ultimate goal of a farm operator is to own all the assets of the farm business, to the exclusion of other forms of financing agriculture. Land policy in Canada has not been revised to take account of major modern developments such as the encroachment of cities onto farm lands and the modern concepts of zoning. Finally, a co-ordinated system of regional development would be desirable in order to maximize the competitive strength of Canadian agriculture.[6]

The Atlantic Provinces Research Board is also related to the Canadian Council on Rural Development through Arthur C. Parks its Research Director, who represents the Atlantic Provinces Economic Council.

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[5] Agricultural Economics Research Council of Canada, Annual Report 1965-66, Report of the Research Directorate, p. 6.

[6] *Ibid.* pp. 6-7.

The Atlantic Provinces Research Board was established in the fall of 1958 at the Atlantic Premiers' Conference held in St. John's Newfoundland, and the first meeting was held on December 11 of that year. Its original membership consisted of the representative of each government in the Atlantic Provinces and one each from the Atlantic Provinces Economic Council and the Maritime Transportation Commission, with the provincial governments assuming responsibility for financing the Board's operations.[7]

Two general responsibilities were given the Board: 1) to co-ordinate economic research relating to the Atlantic Provinces, 2) to initiate research projects which, in the opinion of the Board and with the approval of the provincial governments, should be carried out and were not being undertaken elsewhere.

Recently two conditions have served to direct more effort to the role of co-ordination. In the first place the research activities of the provincial governments, the Atlantic Provinces Economic Council, regional universities, the Atlantic Provinces Studies, and the Research Board had provided much needed information which was lacking only a decade ago. In the second place, three new agencies of the federal government had been established with special responsibilities for regional economic development, and hence with regional economic research requirements - - the Atlantic Development Administration, and the Area Development Agency. Within the past year the Board was reorganized to provide representation to these three federal agencies in addition to the regional representation outlined previously. At the same time the co-ordination of economic research was given added emphasis in its program.[8]

The changes noted in the relationships of the Atlantic Provinces Research Board illustrate the growing recognition of the necessity for co-ordination of research. This recognition was shared by several member organizations and the need for a Canada-wide bilingual documentation centre on rural development research and activities was recommended and indeed appears to have been under consideration.

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[7] Arthur C. Parks, and F.R. Drummie, "The Atlantic Provinces Research Board", reprint from Canadian Public Administration, p. 1.

[8] *Ibid.* pp. 4-5.

Stimulation for the initiation of research has also come about through the activities of voluntary organizations. An illustration of this grew out of a seminar sponsored by the Atlantic Provinces Economic Council in the fall of 1958. The seminar was held to examine the needs and opportunities for economic and socio-economic research in the Atlantic Provinces. Subsequently, the Social Science Research Council of Canada undertook a series of studies, receiving substantial funds from the Canada Council. The Atlantic Provinces Research Board contributed five thousand dollars annually to the Council for three years to assist in financing the project and as a tangible evidence of the region's interest in it. The results of these efforts became known as the Atlantic Provinces Studies. Dr. John F. Graham, Professor of Economics at Dalhousie University was the general editor and studies were carried out by individuals from universities across Canada. Topics under study included: regional economic development in Canada, the nature and impact of selective migration and residence, some aspects of assistance to the fishing industry in Newfoundland, the export trade of the Atlantic Provinces, the development of the forest industries of Newfoundland, retardation in the Maritime economy, a socio-economic study of fishing communities in the Atlantic provinces, internal migration in Canada, and the coal and steel industry of eastern Nova Scotia.[9]

L'Institut Canadien d'Education des Adultes is also represented on the Canadian Council on Rural Development, and one of its important functions is to provide a documentation centre not only for general education, but also for rural development. It has an independent status, but co-operates with UNESCO, governmental and other agencies. Dr. Dorais emphasized the need to develop instruments for evaluation of social problems and human resources. There is need for assignment of funds for these studies in future budgets for rural development, especially in Quebec. Efforts so far have been toward the production of physical inventories. Systematic analysis and review of the qualities of the people should also be considered that would study the values, mentality, anxieties, tensions, motivations, tendencies to emigrate - of the people on the local level. This would lead to evaluation of their capabilities and co-ordination of this with the results of physical research.[10]

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[9] *Ibid.* pp. 3-4

Research and study by voluntary organizations can also come about as a response to requests from other agencies. The Canadian Association for Adult Education has initiated a number of programs with related organizations, such as the Canadian Broadcasting Corporation, labour organizations and other educational agencies. This is part of the role of the Association - a concern with leadership development at the national level through the creation of study and discussion opportunities for learning. Examples of activities in this area include:

1) "A Feasibility Study of Centre(s) for Residential Adult Education in the Maritime Provinces", - commissioned by ARDA at the request of the Maritime Adult Education Council. The Saskatchewan Association for Adult Education has also undertaken study of residential education.

2) Collaboration with the Canadian Broadcasting Corporation on the development of rural oriented radio and television programs. The Saskatchewan Association for Adult Education has a standing committee for such work provincially.

3) A survey of courses in community development at Canadian, American and British universities, conducted for the Department of Northern Affairs.

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[10] Léo A. Dorais, Institut Canadien d'Education des Adultes, interview, August 19, 1966.

4) A national study on Voluntary Action considering the implications which social change holds for voluntary action; a combination of research projects and regional seminars - under a grant from the Citizenship Branch.[11]

The Canadian Welfare Council has been increasing its research activities in the past few years and one of its main areas of work in rural development so far has been in research. One important study was Rural Need in Canada 1965:

> This study, sponsored by ARDA with a $26,000 grant, provided profile information on the circumstances and attitudes of economically marginal populations, with special attention to their orientation to cities, and preparation for retraining and migration. It was the only study based on interview and case history analysis of rural poor in Canada available for use at Federal-Provincial meetings on poverty in November, 1965.[12]

This study was part of poverty research activities that have also led to the publication of Poverty: An Annotated Bibliography and References with funds from the Laidlaw Foundation, and additional grants by ARDA and the Special Planning Secretariat of the Privy Council. The structure of welfare services in rural areas has been another area of study and this has been under examination in a project on the organization of child welfare services in New Brunswick.

The Co-operative Union of Canada has emphasized research and study activities as part of its function. At the 1962 Congress of the Co-operative Union of Canada one of the resolutions passed said that the organization should take the "responsibility to stimulate study opportunities and possibilities which seem to exist in the ARDA program for co-operative action and that the CUC urge its member organizations to undertake these studies at the provincial, regional and local level with a view of initiating appropriate action".[13] The implications of this approach are considered in the section of this report on the methodology of rural development.

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[11] H.R. Baker, Canadian Association for Adult Education, Comments on "Suggested Guide for Comments", September, 1966.

[12] "Across Canada", Canadian Welfare, Vol. 42, No. 5 Sept.-Oct. 1966, p. 207.

The exploration of ARDA and its applications to rural development through research and study was also found in other organizations such as the Conservation Council of Ontario and the Indian-Eskimo Association of Canada.[14] In some instances, special committees have been established within the organization which not only fulfill a study approach but also serve to inform members and others about ARDA and rural development.

3. Co-operation, co-ordination, liaison and communication

With reference to these functions of voluntary organizations, three questions in 'the Suggested Guide for Comments' asked for views on:

1) the need for public information on rural development
2) how organizations can best co-operate with rural development programs
3) desirable relationships between governmental and voluntary organizations and the extent that voluntary organizations can act to resolve problems in rural development.

Responses to these questions are discussed in later sections of this report. What should be mentioned here is the importance given to these matters in the frequent references made to organizational activities of this nature. Linkages among members interests are maintained and developed in relation to organizational policies and programs. Through liaison, co-ordination and communication voluntary organizations express their goals and seek solutions to problems through complex networks of interaction with other bodies - voluntary and governmental. These are seen as basic ongoing processes producing the dynamics of involvement and the ability to influence or bring about changes.

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[13] George Davidovic, ARDA and Co-operatives, Ottawa, The Co-operative Union of Canada, June, 1963, p. 1.

[14] Examples of studies published by these organizations are: Water Pollution in Ontario, September, 1964; and A Report on Land Use, September, 1960, by the Conservation Council of Ontario.

The Voluntary Sponsorship of Self-Help among Indians and Eskimos, by E.R. McEwen, November 1965; A Radio Forum Project for the Canadian North by R. Alex Sim, 1965, by the Indian-Eskimo Association of Canada.

4. Education, seminars, publications, special projects and demonstrations

The bibliography of this study provides a useful illustration of the importance given to the broad educational function of voluntary organizations. Annual meetings and annual reports give an important focus to these activities. Through them efforts are made to create informed public opinion, and the events of the annual meeting can be the culmination of the channeling of member and group interests from local to national consideration. One example, which is repeated with appropriate modifications by many organizations, is the National Council of Women. Organized at local, provincial and national levels, members study issues - both urban and rural - circulate these to members and prepare resolutions. Instructed votes are made to annual meetings and these are presented directly to the Prime Minister and/or cabinet members concerned. Member organizations can speak for themselves and still belong to the National Council of Women.

There are many examples of special conferences sponsored by organizations. One of these was a symposium in rural sociology held at l'Institut Coopératif Desjardins, Lévis, Quebec, November 15-18, 1965. Sponsored by the Agricultural Economics Research Council its purposes were:

1) to provide a forum for leaders in Canadian agriculture in which they could examine major topics in sociology related to rural society in Canada,

2) to analyze and interpret the changing social characteristics of the rural community, and
3) to identify the areas and problems which should be given priority in research in rural sociology. For this symposium five basic research papers were prepared by persons qualified in the disciplines of sociology and social psychology.[15]

Under special grants from the National Department of Health and Welfare, the Canadian Welfare Council is planning a series of conferences including a research institute on welfare research programs, a seminar for welfare administrators which will seek to perceive welfare functions in new ways, and a conference on social security, to raise questions on adequacies of social services and welfare provisions.

Another type of educational program seeks to reach a large population, especially young people. Here, the "National Wildlife Week Programs" of the Canadian Wildlife Federation might be cited:

> Beginning in 1964, leadership has been provided in special programs which have co-ordinated the activities of government wildlife agencies and sportsmen's organizations. The first program used the theme 'Canadians Need Outdoor Recreation; Act Now to Provide for the Future'. The 1965 program based on the theme 'Help Stop Water Pollution' succeeded in reaching almost 90% of the elementary and secondary schools in Canada and a large segment of the public. More than 66,000 posters and almost 65,000 classroom lessons were distributed in 1965. Press kits distributed in both years received extensive use by press media throughout Canada. Our expectations for the 1966 program, aimed at preservation of wildlife habitat, include distribution of 100,000 posters and other educational materials to a very large segment of the Canadian public.[16]

There are also many examples of use of television, radio and the publication and distribution of pamphlets. Publications reaching people in rural communities are utilized. The organizational representative for the Canadian Forestry Association who is its president, is also the Editor of 'La Ferme', a monthly review of the agricultural economy of Quebec. Organizations place a high priority on educational activities but are restrained from doing more by budgetary limitations. The Western Reclamation Association, for example, would like to publish "Western Canada Reclamation" more frequently. If more funds were available its present circulation of 2,000 would be expanded. Considerable flexibility of approach is possible for voluntary organizations and there is widespread awareness of how educational services on rural development could be more fully developed.

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[15] Annual Report. 1965-66. *op. cit.* pp. 8-9.

[16] "New Focus on Conservation" statement published by the Canadian Wildlife Federation, Ottawa, February, 1966, p. 2

In Summary

Voluntary organizations have been engaged in a variety of activities aimed to achieve solutions for rural development problems. As a basis for examining these activities a general profile was derived to illustrate the major roles and functions performed by member organizations. From this, four main areas of major interests and activities in rural development were identified and discussed:

1. Development of policy and policy statements
2. Research and study
3. Co-operation, co-ordination, liaison and communication
4. Education, seminars, publications, special projects and demonstrations.

IV - OBJECTIVES OF RURAL DEVELOPMENT PROGRAMS

There are several ways in which the inquiry was able to acquire views on the desired aims and ends of rural development programs. The main question is: to what ends should efforts be directed. Objectives are implied in part from the ways in which problems were identified; similarly, the purposes, policies and activities of organizations in rural development reveal ends toward which they are striving. However, one of the questions for comment asked specifically for definition of desirable objectives, and this section is limited to the responses of the thirteen member organizations that dealt with this question separately from other related questions. There appeared to be a good formulation of objectives in general terms and an underlying consistency with the objectives implied in the responses to the related questions.

It is therefore intended to state the objectives here within a broad framework, in general terms, and as an orientation to the more specific information contained in other parts of the report.

Although variously stated, the broad goals of rural development were generally seen in terms of the full use of human and natural resources. The larger objectives appeared to have three main emphases:

> Objectives emphasizing wise management and proper use of natural resources.
> Objectives emphasizing human resources development.
> Objectives emphasizing the methods needed for rural development programs.

This third category introduces the point that many organizations when answering this question saw a close association between desirable objectives and the methodology of rural development. While these three larger objectives will be treated separately, this may be done only as long as their underlying interdependence upon each other is kept in mind.

WISE MANAGEMENT AND PROPER USE OF NATURAL RESOURCES

The following statement is particularly helpful in bringing together a number of specific objectives thought to be important by many organizations:

> Rural development programs must recognize the importance of using land properly according to its capacity to produce. Good agricultural land must remain in agriculture, good forest land must remain in forest, and abandoned agricultural land must be converted to forest, recreation and other uses as quickly as possible. Alternately the health of rural people - and the urban communities which depend on resources - are controlled by the use which Canadians make of their resources. Good resource use means generally good prosperity, poor resource use means generally declining prosperity. There is no magic formula which can escape this relationship.
>
> Rural development programs must therefore stress efficient and improved management of land for the products which it is best capable of producing. Rural development projects must be sufficiently far reaching that they recognize the necessity of long term expenditures in continuing programs. Rural development programs must concentrate expenditures of money on those projects which eventually will give definite returns. At the same time, such programs must recognize the desire of many people to live in rural areas and encourage rural development opportunities to satisfy these wishes.[1]

Another point of view, perhaps more oriented to the purposes of the organization, but still incorporating objectives referred to by several organizations were described in these terms:

> Our organization I feel is primarily concerned with reclamation and conservation, which in effect we are promoting the best possible uses of our land and water resources. Our organization should therefore be concerned with acquiring the highest calibre management for our farm economy and the utilization of scientific techniques. That will afford us the highest possible food production attainable from our land and water resources. The changes that have taken place in the last five to ten years indicate

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[1] A.D. Hall, Canadian Forestry Association, Comments on "Suggested Guide for Comments", July 15, 1966.

that the mental attitude of the population has changed and a recognition is now apparent that water is the most vital resource for the sustenance of life.[2]

Taking these broader general statements as a background, further definition of objectives are set out under the following general headings:

Conservation

Water Resources:

- effective use and conservation of water resources
- programs to stop water pollution
- irrigation projects
- acquisition and improvement of wet lands
- preservation of fish and wildlife habitats
- stream bank acquisition with necessary compensation to landowners
- expansion of facilities for water storage

Soil Resources:

- soil inventory and evaluation leading to appropriate use for different agricultural products or forest uses
- support for trend to more intensive use of productive land, rather than use of marginal land
- control of the sale and use of pesticides and education on their uses

Forest Resources:

- inventory of forest resources to determine the volume and establish a base for research on the production and utilization of wood
- effective supervision of the forest economy by government

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[2] Gordon A. Hume, Director, Western Reclamation Association, Moose Jaw, Saskatchewan, Comments on "Suggested Guide for Comments", July 18, 1966.

- establishment of access for the development of large forest territories
- importance of wise management of forest resources, including farm woodlots
- importance of forest fire prevention
- as well as encouraging private reforestation, large governmental expenditures in reforestation required for long-term needs

Fish and Wildlife Resources:

- Federal-Provincial cost-sharing agreements covering program of fish and wildlife research and management
- management of waterfowl by species, and training of hunters in recognition
- protection of many species of wildlife.

In all the natural resource areas, emphasis was placed on education - for rural people and urban people using rural areas and especially for youth, based on principles of stewardship and aimed to encourage leadership in forwarding these principles.

Education programs should be continuing to interest and inform rural people on better land use.

Parks and Wilderness Lands

- present amount of wilderness lands set aside should be doubled
- parks need to be classified and this should be done federally
- a national program on the recreational use of parks, for both summer and winter use
- development of historical interest and appreciation through special projects such as the one at Louisburg - these can become national assets
- highway transportation required for the development of recreational use of land

- a greater number of parks, action is needed to acquire them now, not necessarily for immediate development. The need is seen for smaller parks at a medium distance from cities where people can go in a day's journey.

The following objectives were seen as important, but are stated here in summary form as they are examined more fully elsewhere in this report.

Mechanization and credit requirements

There was wide acceptance of objectives that would lead to greater mechanization and use of technological developments. Greater availability of credit facilities and capital inputs are required to bring about more effective use of available resources.

Higher prices for products and improved marketing procedures

The securing of higher prices for products was seen by several organizations as an important and desirable objective to offset trends toward economic disadvantage. As was pointed out by L'Union Catholique des Cultivateurs, for instance: in the decade 1954-1964, the total volume of production increased in Quebec agriculture by about 40% and when considered as production per farm worker, by up to 90%. And yet, despite the considerable increase in volume, the net total income of the farmers decreased by about 13%.[3]

Also mentioned by the same organization was the objective of securing the constitution and organization of a merchandising board which would study (research) the problems and take action necessary to achieve just and stable prices for the agricultural products of Quebec.

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[3] Paul - Henri Lavoie, General Secretary, L'Union Catholique des Cultivateurs, notes on interview, July 21, 1966.

DEVELOPMENT OF HUMAN RESOURCES

The development of human resources was seen as having an ongoing relationship to natural resource development. Comments on objectives of rural development programs from organizations emphasizing human resource development brought out this relationship and stressed the participation of those directly concerned. An illustration of this approach, and a general statement of desirable objectives of rural development programs, is contained in the following objectives:

a) to increase the cultural, educational and income levels of rural people
b) to create a healthy, pleasant and stimulating environment in which rural people may live.

> Implicit in these objectives are the following: self-help, public support, a strong problem-solving and educational philosophy, effective use of natural and human resources, effective adaptation to rapid social and economic changes.[4]

Several headings will be used to give content for the broader objectives for human resource development.

Extension of services to rural areas

Educational, health, welfare, recreational and cultural services presently found in much more developed forms in urban areas should be extended to rural areas. Both governmental and voluntary services are affected. These lacks in services are evident to rural people who feel they have no control over the services or the form they take. It is frequently necessary to travel long distances to obtain occasional services, and generally there is inadequate professionalism - people can no longer rely on traditional bonds of mutual support to meet their needs.

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[4] H.R. Baker, Canadian Association for Adult Education, Comments on "Suggested Guide for Comments", September, 1966.

Planning bodies in these service areas are removed from rural communities, and more usually related only or mainly to the provision of services in urban centres. Opportunities should be provided in educational and social services that will take into account the needs of rural people. Families living in rural areas are concerned for instance with the care of the aged, the retarded child, dental care, child guidance. If these and other services are available they will strengthen the many advantages of rural living. To accomplish this it will be necessary to effect changes in the structure and administration required for the provision of these services.

Freedom of choice

Persuasion, not coercion, should be used in matters relating to land ownership. In other words, land expropriation should be avoided as a matter of principle. People must retain a freedom of choice in where they wish to live and how to make a living. They don't want to live in a country where people are told by bureaucrats where they are to live and how they are to earn a living. People must be encouraged to think about their circumstances and do something about them. This involves a combination of education on economic facts, and help to secure the resources they need, whether this is in developing management ability to stay where they are, or retraining to move elsewhere.

Adequate support for and initiation of opportunities and encouragement must be extended to rural people, especially youth, to acquire education and/or training that would permit occupational mobility.[5]

Indian people

Great need was seen for objectives to improve the economic conditions, educational and social service opportunities, and attitudes of acceptance toward Indian and Metis people through the utilization of self-help and technical resource methodology.

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[5] These comments were developed by Mrs. W.A. Wood and Dr. Helen C. Abell of the National Council of Women in an interview, July 26, 1966.

Recreational aspects of rural areas

More effective and widespread use of the recreational aspects of rural areas for both rural and urban populations was recommended as an objective. This included both the development of recreational resources and types of programs, especially for young people that would lead to greater exploration and appreciation of natural environments.

OBJECTIVES EMPHASIZING THE METHODS NEEDED FOR RURAL DEVELOPMENT PROGRAMS

In completing this overview, objectives on methods needed to bring about desirable rural development programs will be identified simply and in summary form. These objectives are elaborated and discussed in relation to the comments of all the organizations in the sections of the report dealing with problems in rural development, the analysis of policies advocated, and the methodology of rural development. These objectives included:

1. Joint urban-rural development programs recognizing the individuality of the two types of development.
2. Utilization of regional development of economic and human resources.
3. Securing of structural and administrative changes to permit better means for supplying and extending services to rural areas.
4. Securing freedom to move on problems without jurisdictional barriers interfering.
5. Programs far-reaching enough to recognize the necessity for long term expenditures in continuing programs.
6. Rural development programs must concentrate expenditures on projects which will lead to the enhancement of economic opportunity.

V - METHODS FOR IMPLEMENTING RURAL DEVELOPMENT PROGRAMS

Ability to bring about solutions to rural development problems is the ultimate test of rural development policies and programs. In the broadest terms this requires a large scale mobilization of governmental resources and leadership, effective relationships with voluntary organizations and commitment on their part of leadership and resources, and the involvement and support of all citizens whether they live in rural or urban areas.

Previous sections of this report have dealt with the problems in rural development and their interrelationships, the ways that voluntary organizations can function and are working toward the solution of problems, and the objectives of rural development programs. The essential question here is - what do voluntary organizations see as the existence of the ability to take effective action for rural development. A combination of approaches and methods has been indicated as being required. Efforts to date have achieved successes and have run into obstacles - from this experience what can be said about prospects for the future?

General observations growing out of responses of member organizations on the current stage of rural development suggest that several approaches have shown considerable promise of success. These, stated briefly, include:

1) a competence in physical research that leads to knowledge about physical and natural resources,
2) a growing competence in projecting plans based upon research,
3) there is a potential of having sufficient funds available to make for significant progress in rural development,
4) there is growing awareness that solutions and programs need to be seen on a long-term basis - not overlooking the importance of short-range solutions,

5) there is a technology available - whether industrial, fishing, farming, forestry - that has the potential for bringing about major changes.

PROBLEMS ENCOUNTERED IN BRINGING ABOUT DESIRABLE CHANGES

When considering the range of views expressed, organizations tended to comment on three main areas where serious problems affecting the ability to take effective action have been encountered:

1) difficult problems have centered around the response of people in rural areas - the unwillingness or inability to change,
2) problems encountered in the delivery of rural development programs based on existing institutional, administrative and political arrangements,
3) problems raised from the nature and implications of various types of intervention selected for rural development.

(1) Unwillingness or inability to change

Typically, this problem emerges in the implementation of planning for rural development. It is perhaps obvious, but necessary to point out that changes that involve alterations in fundamental orientation to accustomed ways of living cannot be legislated, nor can they be imposed, nor can they be expected to occur until people are adequately prepared and ready to participate in the processes of change. Implications of this principle have been only partially explored, and acted upon in partial and piecemeal approaches. As has been stated previously, research into attitudes and values is greatly needed.

Meanwhile, how has this difficulty, this resistance and inability to change, shown itself? That it is of considerable concern to voluntary organizations may be seen for example in seventeen references made to it in the eight interviews conducted in eastern Canada. One aspect of the difficulty has to do with attitudes toward education. A.C. Parks pointed out even if there will be better schools available, the question of environmental influence will still have to be solved. At present, many children do not go to school at all, as the family and their peers do not consider it important. It could be a process of generations. The change could be accelerated by organization of growth centres in the Atlantic provinces which would influence the incentive to go to school.[1]

Response to prospects of major changes is another part of the difficulty. F.X. Légaré considered the change at which the work of the BAEQ aims so radical for the people of the area that even if they would like to have it achieved, they might not be individually prepared to accept the personal consequences of change.[2] A similar view was expressed by A. Bernard who considered the 'social animation' done by the BAEQ to be good, but it touched only the surface, the leaders of the area. The population at the 'grass roots' level was practically not involved at all. They know about the BAEQ and considered this effort a 'survey' (enquête), which was for them purely theoretical. They are far from being prepared to accept the change necessary for realization of the plans. They do not like, and do not easily accept 'the strangers', their opinions and their plans. Much more 'social animation' on the level of the people themselves will be necessary to change these attitudes. This animation should be done, in Mr. Bernard's opinion, not by the outside specialist animators, who will never be accepted, but by the local people, with material and expert help from ARDA and the Provincial government.[3] Examples of unwillingness to accept change were also given by representatives of the National Council of Women - the tendency to dig in heels over a regional library proposal - the people are not to be told what they are going to do.

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[1] A.C. Parks, Atlantic Provinces Economic Council, interview, July 27, 1966.

[2] F.X. Légaré, Confédération des Syndicats Nationaux, interview, August 3, 1966.

Justification for unwillingness to change may also be found in instances where consequences have not been adequately taken into account.

> It is the opinion of the farm unions that in the regions we represent, ARDA programs have been designed to remove farmers from the land without due concern for the consequences. This has, and continues to be, the unstated policy of provincial politicians and their bureaucrats, i.e., Springside pasture project. Some changes, of course, have been noted during recent months. However, on balance, things remain as they were. People have presented themselves for retraining and found accommodation was not available, which, in effect, denied them the opportunity.[4]

The risk of failure may be very great for some people. This was pointed out at a meeting with representatives of the Indian-Eskimo Association of Canada. There is a tendency to look at the organizational needs first - a concern over a flow of resources, before people in the regions are brought into the developments. Concern was expressed that in many instances Indians are not brought into the development, and the Indian-Eskimo Association can contribute by emphasizing people in relation to resources. Further complications arise from different cultural responses. In many rural areas people are unable or unwilling to respond to changes. Those unable to move should have an alternative.

(2) Institutional, administrative and political arrangements

To be effective, programs and policies on rural development require institutional, administrative and political arrangements - initiating and delivery systems - that encourage and facilitate and do not stand in the way. Comments made by member organizations reveal awareness of this requirement and point to critical unresolved problems.

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[3] A. Bernard, Gérant, Union Régionale des Caisses Populaires Desjardins de Québec, interview, August 8, 1966.

[4] Roy Atkinson, National Farmers Union, Notes on 'Suggested Guide for Comments', November 18, 1966.

The following statement indicates what are seen as elements in the achievement of objectives and program implementation.

Important ideas include:

a) a requirement for flexible federal-provincial policies relatively uninhibited by political expediency - thus long term programs,
b) a strong research base with the research phase well integrated into total program implementation,
c) well trained and field-experienced rural development specialists with a strong social science orientation to deal with the social and organizational process required by development programs. (Combination of educator and social worker),
d) effective involvement of local people in program development and implementation,
e) effective co-ordination of government agencies, and its integration through co-ordination.[5]

NOTE: *points c) and e) are likely to be achieved only if individual government employees are vested complete and sole responsibility for the process of development.*

The point was made by several organizations that implementation of rural development projects may require setting up a new form of administration - probably at cross purposes with traditional administration. If as voluntary organizations have said, local level application of programs is desirable, difficulties have been experienced with existing local government administrations. The lack of a viable system of local government, both rural and urban, was a concern of the National Farmers Union. "We do not delineate between these as we feel that in most regions of Canada they are one and the same thing".[6] Another aspect of traditional administration was considered this way:

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[5] H.R. Baker, Canadian Association for Adult Education, Comments on "Suggested Guide for Comments" September, 1966.

> Our observation has been that most provincial political administrations do not wish to have involved in community development existing organizations, voluntary or otherwise. In some instances (probably most) there are arguments in favour of this stand. Most organizations have vested interests in maintaining the status quo within a given community and therefore stand in the road of change. On the other hand, some organizations stand for change, carry out education programs which energize local citizens and who, in turn, create political problems for politicians whose interests are channelled to change on what they conceive to be their own terms.[7]

In Eastern Canada seven of the eight individuals interviewed emphasized the lack of co-operation and co-ordination of efforts between Federal and Provincial governments and between the responsible governmental agencies and the worker in the field. An urgent need was felt for local administration controlled and co-ordinated by these agencies. A number of concerns were also expressed about the effect of political patronage. One of the interviewees, Robert Raynauld, of the Canadian Forestry Association saw it necessary to consider earnestly the influences of 'partisan patronage' which leads often to damaging decisions (e.g. where the drainage system will be located). It is necessary to eliminate political patronage. This can be achieved mainly by much more intensive participation of the population in decision-making, especially on the local level. If patronage is constantly repeated, people lose interest and become apathetic.

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[6] Atkinson, *Op. cit.*

[7] *Ibid.*

A perspective on the nature of the problems and their implication is brought to attention by the following comment:

> I would, however, stick to the view that the concept of participating rural development and regional planning and development activities, with the emphasis particularly on local involvement, has real implications for the process of government, and especially of the role of local government. Local government institutions will have a much less exclusive place as the forum and the centre of authority in which development programs are worked out and applied.[8]

(3) Methods of intervention

Changes to be brought about through rural development require various types of intervention. Intervention (entering into) has the effect of disturbing existing equilibriums, and therefore gives rise to reactions, and in itself may produce issues and concerns. Some of these reactions, while disturbing, may result in positive development; others may elicit resistance and deter development processes. It is the latter type that inhibit effective action and are under consideration here.

Several organizations indicated they thought insufficient attention had been given to local ideas and local needs. We do not appear to be tapping the resource of ideas of people who are living in rural areas. Assumptions are made and motivations are not understood. A particular instance was cited:

> From our experience it would appear that we require more research into the needs of development areas, more consultation with local groups such as Chambers of Commerce and Water Users Associations. There must be some leadership and this best comes from local organization - even ones formed for the specific purpose. It must be remembered that in some cases a development program is of no particular benefit to an individual.[9]

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[8] David Kirk, Canadian Federation of Agriculture, letter October 1966.

[9] T.R. Carter, Western Reclamation Association, Comments on "Suggested Guide for Comments", September, 1966.

Mixed reactions have been expressed about the consolidation of operational units such as small farms and fishing communities. Many responses of organizations have already been discussed. Essentially, this has been a form of intervention welcomed and encouraged in some areas and found to have deficiencies in others. The meaning of this has not been clearly understood, and in some instances, the effects of consolidation and provisions for those affected have been questioned. One expression of this problem was made by the Fisheries Council of Canada where resettlement and assistance to people to move to larger centres and the utilization of larger boats was helpful. At the same time, there is a problem for older fishermen who have not known another way of life. There is an unwillingness to change at this stage, and there are many for whom retraining would not help.[10]

The means of making credit available where it is required is another form of intervention which has often not been understood. For instance, representatives of the Co-operative Union of Canada saw inequalities resulting from government provision of farm credit to individuals because the effect has been to force out smaller farmers and to give further support to larger farmers. In their view credit should be made available through co-operatives of farmers - they know who is creditworthy. There is no reason why co-operatives could not supervise and administer credit. Thereby resources would be mobilized much more effectively. Urban models of banking and credit are inappropriate and removed from local realities.[11]

As clearly as education and retraining as means of intervention are seen as holding the key to advancement, many organizations expressed concerns about existing educational programs not being geared to the realities of present-day rural needs. This subject was also discussed at the meeting with representatives of the Co-operative Union of Canada. It was thought that ARDA concepts should be used to promote and influence technical and vocational training for rural living today. For instance, agricultural and mechanical training should be available as the farmer is required to handle a large amount of technical equipment and to maintain and repair it. Horticulture and soil science are other subjects. It is necessary to look at projects to ascertain the technical education required, particularly at the high school level. This needs special attention because these people will farm. Education for those likely to move to cities is another question. This other question is also of concern to member organizations who see in the movement of people to urban centres a need for vital educational experiences and preparation for successful adjustment to urban living.

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[10] C. Gordon O'Brien, Fisheries Council of Canada, interview July 20, 1966.

[11] From notes on meeting with representatives of the Co-operative Union of Canada, July 27, 1966.

Plans for improvement of agricultural and other production require the application of technology appropriate to the region. The Canadian Forestry Association places emphasis on public information programs at all levels:

> The techniques which have been tried and used effectively by the forestry associations over many years have been outstandingly successful. They are restricted only by lack of financial support. At the same time, the effectiveness of these programs is in part because of the individual involvement which the forestry associations can encourage much better than can either government or industry. From the forestry association's standpoint, a major contribution is presently being made but this could be greatly increased given sufficient revenue.[12]

New methods and applications of technology have to be introduced. In the Gaspé region, for instance, A. Bernard sees the need for a continuing process as the people of the region and especially farmers are very conservative. The best way seems to be to work out a suitable 'case method', for example: in agriculture, an agronomist with the help of local leaders, would find a farmer prepared to test new methods of work and when positive results are achieved, the population would be successively animated to follow the example. To be able to start similar action, detailed plans of practical procedures and necessary physical means for individual efforts should be prepared in the frame of reference of the BAEQ theoretical general planning. This, to succeed, should be done preferably at the local level. To be able to succeed, it will be also necessary to organize thoroughly the marketing and sales of the products, in a way similar to that followed for production.[13]

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[12] Hall, *op. cit.*

As the use of mechanization in any one region or industry proceeds, the possible effects need advance consideration. It may be found, for instance, in the orchards of British Columbia that it is just as economical to use more land for the same output. As was pointed out by T.R. Carter of the Western Reclamation Association, the situation can arise that a person with ten acres can have as much equipment as another with one hundred acres. There can be a reluctance to work out arrangements to share the cost and use of the equipment - even though such sharing would not interfere with normal requirements for use of the equipment.

The many references by organizations to concerns over adequate basic education and retraining programs have been seen as having a fundamental relationship to the effects of the advance in the utilization of technology. Trends in mechanization have been clearly established. The need for manual labour, particularly unskilled, has decreased and is likely to continue in the same direction. Either adaptation to new requirements will be made, or underemployment, unemployment and dependency will be the side effects with which it will be necessary to contend.

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[13] Bernard, *op. cit.*

METHODOLOGY AND APPROACHES FOR EFFECTING CHANGES

Throughout comments made by organizational representatives, most frequent reference and emphasis was given to five main methodologies and approaches for effecting change - to bring about rural development. Experience has shown all five to be relevant, but voluntary organizations tend to see more the potential they represent, rather than their realization to date. Briefly, and unranked in order of importance, these are:

1) regional economic and social development as an instrument of rural development planning,
2) the central role of research in all aspects of rural development,
3) communication, public information, co-ordination and liaison methods,
4) community development,
5) expansion of the utilization of co-operatives.

It cannot be said all organizations gave equal importance to each of these methodologies, nor was any one framework suggested into which all five might fit in a balanced relationship.

Considerable attention has been given to the first three methodologies in other sections of this report. It is also important not to take away from the significance given to them by voluntary organizations. However, at this point, it is intended only to comment more fully on the latter two methodologies: community development, and the utilization of co-operatives.

Community development - the need for a methodology to bring about movement toward rural development objectives has become evident from difficulties experienced in intervening directly in ways to improve the lot of those in underdeveloped areas. The nature of resistances to rural development programs has already been noted. Organizations have stressed that top-down, or superimposed programs - ones administered from afar and by individuals or organizations out of touch, will not be successful in the long run. The general premise was stated directly by Arthur C. Parks, and runs as a theme throughout the responses of organizations: "nothing can be achieved without involvement of the people of the area".[14]

The need for criteria on how to help people in underdeveloped areas was pointed out by David Kirk.[15] It appears to be in this area of need that answers are required. It is not surprising then that community development, widely utilized in many underdeveloped areas of the world, should be looked to as having relevance to rural development in this country. From the comments received from twelve organizations, where community development is discussed, the BAEQ has been regarded as the first major sophisticated program embodying community development principles undertaken in Canada with application to rural development. There is a history of many community development projects in different parts of Canada, and more recently in work with Indian people. However, as was pointed out by David Woodsworth, there is a need for agreed on models and greater application to different systems. It was his view that welfare generally, including the Canadian Welfare Council, has fallen down in recognizing community development and there is a need for contributions to the components of community development training. More training is required, and a broader based training than the type given so far - to supply generalist community workers like those found working successfully and with confidence in underdeveloped countries.[16]

From those who seemed best in a position to comment from being closest to the 'social animation' of BAEQ, there appeared to be agreement that 'social animation' was effective in the range of activities it covered. One concern was that it did not penetrate deeply enough to the 'grass roots', and that work at local and regional levels of leadership is not sufficient. In addition, it was thought that more profound animation, reaching to the 'grass roots' will be necessary in the practical implementation of BAEQ plans. This was also linked to observations that research should be carried out on social and cultural attitudes of people.

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[14] Parks, *op. cit.*

[15] Kirk, *op. cit.*

[16] David Woodsworth, Canadian Welfare Council, interview, Ottawa, July 22, 1966.

While 'social animation' or work to secure the involvement of people was taken as one important aspect of community development, there was also some comment on technical assistance or providing resources needed to bring about change. The existence of resources, particularly from government was noted, as was the wide range of specialists available from different departments of government. But, how should these be handled in local communities? What is the tolerance of politicians and governmental employees to community development? As was brought out in a meeting with representatives of the Canadian Association for Adult Education - community development should practice its own principles and should be applied nationally.[17]

In several instances, it was observed that voluntary organizations could play an important complementary role in community development activities. In A. Bernard's opinion, an inventory should be made of organizations with whom it will be necessary to work in realization of plans. The 'Caisses Populaires' and their personnel can play an important role and are prepared to do so.[18] The nature of the complementary relationship is also illustrated by the Canadian Forestry Association:

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[17] Meeting with representatives of the Canadian Association for Adult Education, Vancouver, Sept. 17, 1966.

[18] Bernard, *op. cit.*

> In the case of large scale projects such as regional reforestation programs, then it requires Federal ARDA agreement with Provincial Department of Lands and Forests to initiate and carry out such plans. In the cases of private land, the expression of need must first come from the owners themselves (and before this they must be convinced of the need). The convincing could well be done by the forestry associations: the help should come by direct co-operation between the owners - or groups of owners - and the provincial resource departments.[19]

Finally, the question was raised by representatives of the Indian-Eskimo Association of whether voluntary organizations might have more success in sponsoring community animators than government. Is there a certain threshold, possibly in action implementation, where the community development worker would have greater freedom to act as a person related to a voluntary organization?[20]

Expansion of the utilization of co-operatives - as was seen to be the case with community development, co-operative activities have been relatively underused and yet represent a potential for achievement in many aspects of rural development.

An indication of the extent of co-operative activities in Canada is shown from the annual report of 1961 compiled by the Economics Division of the Canada Department of Agriculture. "For the fiscal year ending in 1961, about 2000 co-operatives, mostly marketing and purchasing types, had about 1,600,000 members and assets of about $716,000,000; in 1960-61 they handled goods and services valued at about $1,425,000,000. The business of credit and insurance co-operatives is not included in these figures".[21] It is not surprising that this volume of activity has brought about a variety of associations of co-operatives with a large number of the organizational members of the Canadian Council on Rural Development. The Co-operative Union of Canada is particularly suited to appraise the possible utilization of co-operatives as it has not only been its function to promote the principles of co-operation but it has for some years given considerable attention to applications to agricultural and rural development.

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[19] Hall, *op. cit.*

[20] Notes on meeting with representatives of the Indian-Eskimo Association of Canada, Toronto, July 25, 1966.

[21] Co-operative Union of Canada, Presentation to the Senate Committee on Land Use, Ottawa, Nov. 1963, pp. 1-2.

What is the role of co-operatives and how does the methodology apply to rural development? It was the view of representatives of the Co-operative Union of Canada that there is no need to study whether co-operatives are needed - but how concrete problems can be solved by co-operative action.[22] In a statement on the essentials of a program of co-operative development for those underdeveloped parts of Canada where Canadians of native origin predominate several aspects of the role and expectations of co-operatives were indicated:

> A program to help people to help themselves is not easy to design and execute successfully. Government, regarded as the benefactor ultimately responsible, faces real disadvantages in this endeavour and it would be foolish not to take this into account. Governments do well to enlist the help of a wide range of organizations and to encourage varied activities following many roads to the goal.
>
> When self-help in a community takes the form of organized economic action, the co-operative method has many advantages as compared with government or investor-oriented enterprises.[23]

Under appropriate circumstances the main reasons for the usefulness of the co-operative were seen: to develop participation of people, strengthening of communities, increasing income, reducing costs and teaching responsibility.

But co-operative organization cannot solve all the

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[22] Meeting with representatives, *op. cit.*

[23] Co-operative Union of Canada, Co-operatives for the Developing Areas of Canada, Ottawa, February, 1964, pp. 1-2.

> problems faced by backward communities, not by any means. A co-operative is essentially a business and ordinarily its revenues must be sufficient to pay its expenses; or, in reverse, a co-operative must not be expected to incur costs not essential to providing its income. This means, obviously, that co-operatives cannot provide the education, health and welfare services the community may need. In other words, a co-operative is only a part of the institutional machinery serving a community. Furthermore, there is no magic in the word 'co-operative'. Co-operative organization will not suddenly create on the part of its members, the characteristics necessary for comfortable existence in this complex industrial society. It must be emphasized, too, that not even a co-operative can make something out of nothing; if the community is in an area which lacks resources, co-operative development must take this into account.[24]

Concern was expressed in the attitude of government toward co-operatives - that there was generally little interest in co-operatives and they tended to be encouraged only where there are extreme problems in certain areas. An expression of the Co-operative Union's views on the position of the Government of Canada was made in its presentation to the Senate Committee on Land Use.

> If the Government of Canada had been convinced of the value of co-operatives, firm policies intended to encourage the organization of co-operatives would surely have been adopted.
>
> .....In no federal legislation is the need or value of co-operatives recognized in the same way as the Bank Act recognizes banks and the National Housing Act recognizes houses and dwellings.
>
> .....Incredible as it may seem, there is no general federal legislation under which a co-operative can be incorporated in Canada.
>
> .....Though the situation in Canada differs from that of the USA in several important respects, the contrast between the extensive program of co-operative promotion carried on by the United States Department of Agriculture and the very limited program in Canada is just too great.[25]

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[24] *Ibid.* p. 3

[25] Presentation to the Senate Committee on Land Use, *op. cit.* p. 6.

Many applications of co-operative action for the solution of practical problems were mentioned by representatives of the Co-operative Union of Canada.[26] It was held that the possibilities of developing new co-operatives and new applications had not been scratched. One example, was the application of supervised co-operative credit and co-operative management services for the inbetween farmer who is enterprising and intelligent and needs a special kind of help. He is potentially a good producer and is a good citizen. He is struggling most and needs help to push up in the production earning sector. It was stressed that the whole field of development means people and the difference is how people organize themselves for development. There is expertise available within and outside the co-operative structure and people can be found to give technical assistance rather quickly.

In Summary

What do member organizations see as the existence of the ability to take effective action for rural development? This was the essential question considered in this section. A combination of approaches was thought necessary. Some of these approaches have shown promise of success, but problems have been encountered in bringing about solutions to rural development problems:

1. Unwillingness or inability to change
2. Problems encountered in the delivery of rural development programs based on existing institutional, administrative and political arrangements
3. Problems raised from the nature and implications of various types of intervention selected for rural development.

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[26] There is extensive documentation in the publications of the Co-operative Union of Canada listed in the bibliography.

The most frequently mentioned methodologies and approaches for effecting changes were identified. From the experience of member organizations these approaches were seen more for the potential they represented, rather than their realization to date. Finally, the relevance of the methodologies of community development and the utilization of co-operatives were commented upon at greater length.

VI - ARDA AND RURAL DEVELOPMENT

It is reasonable to assume that much of what has already been presented can be taken as organizational views that have a bearing on ARDA and rural development. ARDA has become the chief vehicle for programs and policies in rural development and thus has provided a basic orientation for the views obtained. However, there were two questions in the "Suggested Guide for Comments" that asked for opinions of organizations on the strengths and weaknesses of ARDA for rural development - about direct experience with ARDA and comments on success or failure. It is the responses to these questions that will be examined here.

ARDA - STRENGTHS AND WEAKNESSES FOR RURAL DEVELOPMENT

It is clear that organizations express overall support for ARDA. There is general approval of the legislation. ARDA is absolutely essential to rural development. As was stated, "ARDA is the only one program that has the possibility of accomplishing something - it is able to do something".[1]

Comments made by organizations were also critical, usually constructive, frequently representing basic differences in organizational interests and policies, sometimes suggesting apprehensions, and these were made along with supportive comments and specific proposals. They appear to reflect significant mixed reactions. The framework for considering these comments is intended to group what would otherwise seem to be unrelated and random observations:

1) administrative aspects of ARDA,
2) desirable emphases for ARDA policies and programs,
3) perceptions of the effects of ARDA policies and programs.

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[1] F.A. Wade, National and Provincial Parks Association, interview, Ottawa, July 21, 1966.

Administrative aspects of ARDA - the experience of organizations and their observations on ARDA administration tended to emphasize problems encountered. The federal-provincial jurisdiction complicates operations. An illustration of the situation was given by representatives of L'Union Catholique des Cultivateurs who saw it necessary to establish a clear policy of co-operation between federal and provincial governments to eliminate as far as possible the influence of political parties on the agricultural economy in all its sections. L'Union Catholique des Cultivateurs has co-operated in projects inaugurated or sponsored by ARDA. These experiences resulted in a firm opinion that there is urgent need for organization of a consulting provincial committee for ARDA projects, as there is a clear lack of co-ordination and understanding of structure, roles and functions and their division between ARDA, the Provincial Government and local organizations.[2]

Voluntary organizations indicated they were concerned with the lack of contact with provincial and federal bodies, and the tendency for centralization to occur at the provincial capitals. One aspect of this problem was described in this way:

> Utilization of ARDA for rural development appears to be sound but due to the complexities of cost sharing, etc., ARDA projects are difficult to get off the ground. The rural municipal districts and counties are to apply for these projects. Too often these municipal bodies are not familiar with the problems and rather than get involved in cost sharing ventures they are too inclined to adopt an attitude of apathy.[3]

The desirability of more representation of local and voluntary organization interests was also mentioned by several organizations. This was also applied to the suggestion that local consultants who have much to offer should be used, and that consultation of this type should not be solely the responsibility of governmental consultants.

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[2] Paul-Henri Lavoie and Henri-Paul Proulx, L'Union Catholique des Cultivateurs, notes on interview, July 21, 1966.

[3] R.T. White, Western Reclamation Association, Comments on "Suggested Guide for Comments", Brooks, Alta., July 14, 1966.

The situation of Indian and Metis communities has posed a special problem. The Indian-Eskimo Association of Canada expressed the hope that the Indian and Metis communities will be included in all ARDA regional undertakings and understands that the agreements with provinces provide for their inclusion. There can be seen considerable possibility of Indians benefitting by the regional approach, but the Indian Act has a serious limiting effect on this activity. Development is tied almost solidly to the resources of the reserve and resources that can be tapped through the Indian Affairs Branch. Indians need help to get their footing in the region as a whole, and to improve their economic position within the growing economy of the region.[4]

The nature of the broader framework of ARDA was also questioned. On the one hand, representatives of the Canadian Association for Adult Education were concerned over jamming programs into ARDA agencies with the danger of the part taking over the whole.[5] On the other hand, the Canadian Labour Congress thought:

> Rural development should have a better status, not as an adjunct to forestry. Perhaps better a ministry of regional development should be established with counterpart departments at provincial levels. Such agencies as ARDA, the relevant segments of the Department of Industry, Industrial Development Bank might all be absorbed into such a new department at both the federal and provincial levels.[6]

Desirable emphasis for ARDA policies and programs - opposing views were sometimes encountered on what should be emphasized in

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[4] E.R. McEwen, Executive Director, Indian-Eskimo Association of Canada, letter, October 25, 1966.

[5] Meeting with representatives of the Canadian Association for Adult Education, Vancouver, September, 1966.

[6] John L. Fryer, Canadian Labour Congress, letter, October, 1966.

ARDA policies and programs. Mr. Woodsworth of the Canadian Welfare Council saw ARDA as having had much more emphasis on physical than on social aspects of rural development. Perhaps this has been misplaced. The social aspects need to be injected into rural development.[7] The reverse was seen by the Western Reclamation Association where there was concern about the emphasis on the sociological approach rather than the development of resources approach. "We feel that, basically, we should be increasing the wealth of the country by the development and use of our resources. With the new wealth from these developments many of the sociological problems will solve themselves."[8]

Representatives of the Conservation Council of Ontario felt ARDA has been oriented toward people occupying land suggesting funds may be pumped into an area because people are there. It may be necessary to move people to more desirable areas. The direction should be to use funds to develop areas suited to development, as development means the development of possibilities.[9] Also on the subject of ARDA direction, the Co-operative Union of Canada, while appreciating the need for research, thought that relatively too much has been spent on research and that more emphasis should be devoted to the application of solutions.[10] The Western Reclamation Association, quoting from an ARDA letter that "it is not the policy of ARDA to consider proposals which primarily bring new land into production", thought that there has been too much emphasis on rehabilitation rather than development.[11]

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[7] David Woodsworth, Canadian Welfare Council, interview, Ottawa, July 22, 1966.

[8] Western Reclamation Association, Comments on "Suggested Guide for Comments", June, 1966.

[9] Meeting with representatives of the Conservation Council of Ontario, Toronto, July 26, 1966.

[10] Meeting with representatives of the Co-operative Union of Canada, Ottawa, July 27, 1966.

[11] Western Reclamation Association, *op. cit.*

Perception of the effects of ARDA policies and programs - one way of looking at the strengths and weaknesses of ARDA for rural development is to see what perceptions there are about the effects of its programs and policies. Most of the views expressed from this standpoint have been examined previously and should be taken into consideration. The several comments referred to here are included because they appeared in response to the specific questions asking for opinions on strengths and weaknesses of ARDA.

The Canadian Forestry Association saw "the strength of ARDA in its ability to make money available for the information and execution of better land use projects. Its weakness is that it is a government agency and therefore has trouble in making contact with individual Canadians. The federal-provincial jurisdictions also complicate its operation".[12] From the Co-operative Union of Canada there was opposition to having ARDA encourage marginal people out to allow others to make larger units. There was concern that ARDA policies are seeking to remove the in-between enterprising intelligent farmer - the one who needs help now.[13] It was also pointed out by the Indian-Eskimo Association of Canada that Indian communities do not have the same taxing authorities as other areas that are municipally organized and this has an effect on the extent to which Indian communities can participate in financing an ARDA project. There is lack of capital and a credit gap which prevents people from taking part and giving initiative.[14]

The need for public information on ARDA and rural development

The views of member organizations on an important aspect of the strengths and weaknesses of ARDA for rural development may be gathered from the responses organizations made to the question asked on the need for public information on rural development.

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[12] A.D. Hall, Canadian Forestry Association, Comments on "Suggested Guide for Comments", July 15, 1966.

[13] Co-operative Union of Canada, *op. cit.*

[14] Meeting with representatives of the Indian-Eskimo Association of Canada, Toronto, July 25, 1966.

Several organizations commented in a manner similar to this: "There is a constant need for public information on rural development, particularly strong in urban communities. We are aware of the lack of sound knowledge about rural development among people in the city".[15] What needs to be done for public information was summarized this way:

a) the nature of ARDA and its role
b) expectations for action by provincial and local governments
c) nature of the community development process
d) abstracts of current research findings
e) experiment and research on managing of information.[16]

Regardless of what needs to be done, there was awareness of a special problem: "due to the role of provinces in initiating ARDA programs, certain problems exist in providing an adequate information program. This poses a problem for the federal government on how to interpret provincial programs".[17]

The question of what type of interpretation should be given to ARDA was brought up in several ways by representatives of the Conservation Council of Ontario. ARDA should not be billed as Canada's poverty program. It should be explained more in economic terms, getting away from a charity approach; and interpreted as an investment and looked at as a twenty to forty-year program. ARDA aims should be presented in simpler terms -

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[15] Per Stensland, Saskatchewan Division, Canadian Association for Adult Education, comments on "Suggested Guide for Comments", September, 1966.

[16] H.R. Baker, Canadian Association for Adult Education, comments on "Suggested Guide for Comments", September, 1966.

[17] David Kirk, Canadian Federation of Agriculture, interview, Ottawa, July 20, 1966.

planners tend to use their own jargon and few people are reached. There have been some criticisms of a 'pork barrel' approach, and therefore the good work done suffers under general criticism. These criticisms need to be nailed down and dealt with. Other concerns have been raised over the amount of money spent on research and the utility of this research questioned. Such criticism needs to be rooted out to find out if it is justified.[18] There can also be over-sensitivity to criticism as pointed out by representatives of the Co-operative Union of Canada: opposition outside of government can make the government hold back and it is doubted there is as much opposition as it might appear.[19]

Taking into account ARDA and what it has to offer for rural development is largely unknown, representatives of the Indian-Eskimo Association asked who is taking responsibility for interpreting ARDA and who should be? Should it be agricultural representatives, provincial representatives, members of Parliament, voluntary organizations?[20] Whatever the answers may be, there is a role for voluntary organizations, many offering co-operation for the asking on appropriate projects. There were many examples of member organizations carrying information and featuring ARDA in their publications. The National Council of Women, for instance, has circulated 150 copies of the ARDA agreement and has wanted special information to be sent to the organizational members of the Council. It was thought that public information on ARDA and rural development should be a major concern of provincial committees of the Council, and suggested a year long special study could be made.[21] The Western Reclamation Association made these observations:

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[18] Meeting, Conservation Council of Ontario, *op. cit.*

[19] Meeting, Co-operative Union of Canada, *op. cit.*

[20] Meeting, Indian-Eskimo Association, *op. cit.*

[21] National Council of Women, interview with representatives, Toronto, July 26, 1966.

> We would suggest more direct contact with local and regional press and the use of local and regional meetings for ARDA speakers. The press releases are not doing the job they could if they were supplemented by such closer contact. Our journal, RECLAMATION, tries to give out as much objective regional information as possible and most of this information comes from sources other than the press releases.[22]

As has been seen, the distribution of information to members, and the general public is an important function of most organizations. A further illustration was given by the Canadian Forestry Association:

> The associations are involved through educational and information programs which are carried out by means ranging from formal youth programs to information directed to adult audiences. The Association makes known the government policies which are encouraging good management practice and co-operated closely with them in this regard. The Association provides means to bring government, industry and the general public together in those areas where there are mutual concerns and interests.
>
> In this broad program of public information and enlightenment the Association works closely with allied associations and governments.
>
> More and more, the forestry associations are directing their efforts toward youth. Growth has been experienced by all forestry associations within the past ten years, indeed within the last year.[23]

Considering the great potential for co-operation of voluntary organizations in public information programs on ARDA and rural development, there is reason to suggest a special inquiry into extending these programs, in consultation with these organizations who are in the best position to suggest what information is needed and how it can best reach their members, as well as the general public.

DIRECT EXPERIENCE WITH ARDA PROJECTS

Direct experience of member organizations of the Canadian Council on Rural Development in ARDA projects appears to have been relatively limited - with the exception of those organizations that have co-operated with BAEQ, there were five others who mentioned specific experiences. Two organizations referred to indirect involvement in projects. The largest category, eight in number, indicated they had had no identified experience, and two spoke of proposals they had made for ARDA projects that had not been accepted.

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[22] Western Reclamation Association, *op. cit.*

[23] Hall, *op. cit.*

Observations about experiences of organizations with BAEQ have been discussed previously. The Canadian Association for Adult Education and L'Institut Canadien D'Education des Adultes were commissioned by ARDA to carry out two national consultations on training for community development. One was held at Scarborough, a national conference, dealing especially with the need for training of the personnel working in community development, and with the different possible approaches to community development. The second, held at Levis, examined the methods and techniques of community development. These two organizations have continued a committee related to such work.

The Western Reclamation Association indicated there has been extensive satisfactory experience with individual ARDA projects on soil and water conservations in British Columbia. Its experience elsewhere has been uneven partly due to difficulties in obtaining district participation. Concern was expressed for the situation of the independent rancher who does not qualify for ARDA projects when outside municipal districts.

The Canadian Welfare Council conducted a research project to supply information on rural poverty. Although specific information was not received the Canadian Forestry Association has also had experience with ARDA projects.

The Conservation Council of Ontario has had its own committee on ARDA which was formed to study programs in progress and to comment upon them. It has also sought to encourage the initiation of local projects and to educate members of the Council. The committee has worked in all these areas and mention was made of a symposium held in southwest Ontario where there was good representation and press coverage. A workshop plan is favoured to bring together the technical people in the area - those involved in rural land use - to acquaint them with opportunities in ARDA. They also seek to involve the elected representatives from the area.

The Atlantic Provinces Economic Council co-operated with ARDA indirectly in a study of technological and vocational training in Nova Scotia.

Among the proposals made for ARDA projects have been two by the Canadian Federation of Agriculture. A proposal for a Farm Income Study has been turned down but it is believed it has a potential for voluntary organizations and the Canadian Council on Rural Development. Such a study would be seen to make it possible to gain valuable insights on all aspects of farm income. There was another proposal (not accepted but still seen as a need) for a National Resources Study and Training Institute on a continuing basis, bilingual, high level, on concepts and practices of rural development, regional resources development and related matters - the Institute and its processes to develop consensus and to involve the best people available.[24] Mr. Wade of the National and Provincial Parks Association commented this organization was prepared to make recommendations on research needed and could make use of ARDA materially.[25]

The Canadian Wildlife Federation has urged provincial governments to submit, under ARDA agreements, for more programs beneficial to wildlife and outdoor recreation.

Finally, it would appear from the comments received, that considering the roles and functions, the resources and interests of voluntary organizations that they are prepared to, and potentially can, make a larger contribution to ARDA projects in the future. At the same time, it should be noted in this review of direct experience with ARDA projects that representatives were speaking for their national or central organizations rather than their regional, provincial or local members, or constituent member groups.

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[24] Kirk, *op. cit.*

[25] Wade, *op. cit.*

In Summary

In assessing the strengths and weaknesses of ARDA for rural development member organizations expressed overall support for the central role ARDA has for achieving results in rural development. In more specific aspects organizations tended to have mixed reactions and criticisms. These were expressed in relation to:

1. Administrative aspects of ARDA
2. Desirable emphases for ARDA policies and programs
3. Perceptions of the effects of ARDA policies and programs.

Need was also seen for considerable extension of public information programs for ARDA and member organizations referred to possible ways they can give further assistance.

Finally, it was found that national or central organizations who are members of the Canadian Council on Rural Development have had a relatively limited number of experiences with ARDA projects but representatives were not asked to speak for their regional, provincial or local members or constituent member groups.

VII - THE CANADIAN COUNCIL ON RURAL DEVELOPMENT

The formation of the Canadian Council on Rural Development made it possible for voluntary organizations to engage in working out new, altered and expanded relationships to rural development policies and programs. These relationships are of great variety but may be examined from several standpoints based on views gathered for this inquiry. There is a strong belief that participation in rural development programs should occur at all levels. In distinguishing the broad roles, David Kirk observed - "the closer to the local level the more the role is an action one; nationally, the roles become policy and research".[1] This observation is helpful when considered in relation to comments made on four questions that were asked:

1. How can your organization co-operate with rural development programs to best advantage?
2. What in the view of your organization should be the relationship between government and voluntary organizations on rural development programs? To what extent can voluntary organizations act to resolve problems in rural development?
3. Has your organization any suggestions for the Council to co-operate with other agencies for the implementation of ARDA programs?
4. How can the Canadian Council on Rural Development best serve the interests of your organization?

The organizational framework of member organizations of the Council has implications for participation in rural development programs at different levels. Many organizations have provincial or regional and local counterparts; or they may have organizational members carrying on more specific activities.

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[1] David Kirk, Canadian Federation of Agriculture, interview, Ottawa, July 20, 1966.

Comments tended to emphasize the role of the central organization, but the outreach to its membership is an important dimension.

CO-OPERATION WITH RURAL DEVELOPMENT PROGRAMS

If voluntary organizations are to co-operate more effectively with rural development programs, particularly if they are to increase their involvement with ARDA projects, closer ties and relationship will be necessary. Representation and consultation at the provincial level was mentioned by several organizations as an important way to bring about co-operation. In 1965 general congress of L'Union Catholique des Cultivateurs in its statement on agricultural policies asked for the following improvements:

> 1) All associations of farmers and especially their federations in the individual regions have to increase the participation on the studies of introduction and execution of programs of redevelopment in the different regions of the province.
>
> 2) The Provincial Government and the regional organizations have to seek official representation of the farmers (especially those organized in L'Union Catholique des Cultivateurs) in all the structures organized by ARDA or by any other organizations which plan the redevelopment of the rural regions of Quebec.
>
> 3) The Provincial Government should create a consulting committee of the Province to ARDA, which should study with responsible authorities the different projects of rural development, their suitability and to participate on decisions in their acceptance for realization.[2]

A statement by Dr. Stensland of the Saskatchewan Division of the Canadian Association for Adult Education might also be noted: "It should be reiterated that areas for adult education on the national and provincial level would be most helpful if they were included in the policy-making bodies, not only in an advisory capacity but in representative decision-making roles".[3]

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[2] L'Union Catholique des Cultivateurs, from agricultural policies stated at the General Congress, 1965.

As has been shown in this study, each of the member organizations has its own role and function to perform, and emphasized different activities. These factors call for careful consideration on ways that co-operation with rural development programs can best be effected. Suggestions were made by several organizations that illustrate how co-operation could be developed.

The Atlantic Provinces Economic Council could co-operate in the research required for rural development programs. It could also, through involvement with other organizations, assist in evolving new policies and appraising existing policies.[4]

Other types of co-operation were suggested by John L. Fryer:

> "The Canadian Labour Congress has many roles to play and besides the development of overall policy there are other important contributions that we can make. For example, in the drift of people from rural areas to urban life many former rural dwellers will make contact for the first time with the CLC and its affiliates. In cities and larger centres they may well develop needs for services, and frequently as members of a plant unit, they could be assisted by mutual help, and by 'connnections' from the union who could tend to aid in solving a myriad of problems confronting those who are new to the city and industrial life by asking available resources for their solution".[5]

Both general and specific suggestions were made by F.X. Légaré. The syndicates (trade unions) in the area are prepared to co-operate with ARDA and the Canadian Council on Rural

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[3] Per Stensland, Saskatchewan Division, Canadian Association for Adult Education, Comments on "Suggested Guide for Comments", September, 1966.

[4] Arthur C. Parks, Atlantic Provinces Economic Council, interview, July 28, 1966.

[5] John L. Fryer, Canadian Labour Congress, Correspondence, October, 1966.

Development wholeheartedly, as all such work is of prime interest to them. A concrete assistance that the Confédération des Syndicats Nationaux would need is financial. Mr. Légaré proposed a special two-week workshop, to be held once a year, organized for the functionaries of the two regional councils at the Desjardins Institute at Lévis. One week would be spent in studying the area in which they will work, the second in studying in detail the local problems and the methods of work to be applied there. Each of the two regional councils would require $5,000 per year. These workshops would increase the efficiency of the co-operation of the Confédération des Syndicats Nationaux, as it would be possible to develop the necessary feed-back from the people of the area to the leaders and vice-versa.[6]

From the standpoint of the interests of the Indian-Eskimo Association of Canada it was drawn to attention that ARDA programs are not applicable to the North West Territories where Indians and Eskimos constitute 60% of the population. It was further suggested:

> 1) this Association be more closely involved in the ARDA regional projects, particularly in those regions where there is a considerable number of Indian and Métis communities. The Association has gained a good deal of experience in helping the Indians to identify their problems and formulate positive attitudes and adjustments needed - self-help activity, etc.
>
> We have been using the action-research method intensively in the past three years and our experience, we are confident, could mean a good deal in preparing the Indian for full participation in an ARDA regional project. Our method of work is outlined in the document 'The Voluntary Sponsorship of Self-help among Indians and Eskimos'.
>
> 2) The Indian-Eskimo Association is initiating a Division in Alberta and we understand that there are two ARDA regional projects being planned for that province. In both these regions there is a considerable number of Indian

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[6] F.X. Légaré, Confédération des Syndicats Nationaux, interview, August 3, 1966.

> communities and we would like to suggest that the new Indian-Eskimo Association Division might be given a significant role to play in preparing these communities for full participation in the projects.[7]

Many organizations seek to carry on continuing extensive public information programs on rural development. The views of the Canadian Forestry Association suggest how co-operation of this type could be augmented:

> The Forestry Association can best co-operate with rural development programs by extensive public information campaigns which can bring to the people the needs for better land use. More field men are required to allow intensive information campaigns. More money is needed to give all the associations the opportunity of bringing people, government and industry together in meetings, field days and study sessions.[8]

There appears to be no lack in the number of possible areas where voluntary organizations can co-operate with rural development programs. Some further suggestions were made by organizational representatives, and undoubtedly there are many more. The National Council of Women might assist in conducting surveys or assigned studies in specific areas. The Canadian Welfare Council can stimulate local members to co-operate with rural development programs, and needs to be well informed and acquainted with trends so its members can be informed. Then, the National and Provincial Parks Association recommends a citizens' committee with the Department of Northern Affairs on the recreational use of lands. The Western Reclamation Association also affirmed its willingness to promote, publicize and gather local and regional support.

RELATIONSHIPS BETWEEN GOVERNMENT AND VOLUNTARY ORGANIZATIONS ON RURAL DEVELOPMENT PROGRAMS

Views of voluntary organizations on their relationships with government more usually were not separated from those given on co-operation with rural development programs. As has been seen there are many ways that co-operation can be improved, and it is through collaboration on mutually accepted goals that relationships are developed. But there are distinctions to be made between government and voluntary organizations and the roles of each tend to be complementary at various points.

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[7] E.R. McEwen, Executive Director, Indian-Eskimo Association of Canada, Correspondence, October 25, 1966.

[8] A.D. Hall, Canadian Forestry Association, Comments on "Suggested Guide for Comments", July 15, 1966.

In its own organizational framework the Canadian Welfare Council has tended not to divide governmental and voluntary interests - whether in public welfare, family and child welfare or any of its functional divisions. But it is voluntary organization. Mr. Woodsworth pointed out voluntary activity has taken on a new meaning in relation to government. Government has indicated its readiness for consultation, even through government structures. The Canadian Council on Rural Development is one example and this, repeated at other levels of government, is a hope for the future. With respect to the Canadian Council on Rural Development there is a tendency to rely on one person as a channel. Is this sufficient? Some organizations may require more than one representative. The Canadian Welfare Council is moving to a more thematic base for its policy and programs, and away from the traditional divisional form - one of these themes could include rural development.[9]

Distinction between government and voluntary organizations can also mean a certain degree of detachment is necessary for the voluntary organization to retain its own independent and voluntary position. An example of this was given by the Conservation Council of Ontario where it was seen important for the organization to exist as a non-political, non-aligned body. It can be interrogated on issues and is related to farmers, sportsmen and community planning with a particular concern for land use - conservation defined as correct land use. It makes its informed views known to a variety of governmental departments including Lands and Forests, Agriculture, Mines, Water Resources, ARDA - and will encompass on behalf of its constituent groups views on mining to the use of parks.[10]

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[9] David Woodsworth, Canadian Welfare Council, interview, Ottawa, July 22, 1966.

The Canadian Association for Adult Education is currently conducting a national project studying voluntary action in Canada. The results of this study could be of considerable interest to the Canadian Council on Rural Development. Dr. Stensland made the following comment:

> The persistent quest in Canada should be a close relationship between public and private bodies. If we are to preserve a democratic society as we know it, it will be necessary to strengthen voluntary efforts. The Association sees a vital role being performed by education bodies in developing mature leadership in voluntary organizations. One area of leadership development that has been sorely neglected and must be strengthened in the next few years is education in program planning and in effective committee and council procedures.[11]

Relationships must become closer between government and voluntary organizations if they are to be more effective. From their standpoint, voluntary organizations can often see what may be much more difficult for government to perceive, and can offer suggestions on what may be required to bring about closer relationships. Representatives of the Western Reclamation Association made the following observations:

> There should be a close relationship between Provincial and Federal Government and the local organization. It would be preferable to have the local organization fostered by a continuing body, such as the Chamber of Commerce or the Water Users Association, and then have a constant contact with them, not by press release but by personal letter on their particular objective. There must be an excuse, and a good one, to call a meeting and if this is not followed up the meetings and the members of the local

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[10] Conservation Council of Ontario, Meeting with representatives, Toronto, July 26, 1966.

[11] Per Stensland, *op. cit.*

> organization disappear. At present we do not feel that the governments wish to encourage local participation.[12]

Relationships also grow out of processes that flow back and forth, and require application of knowledge about the function, role and administrative organization of government and individual voluntary organizations. An illustration of this came from a background discussion with John L. Fryer who pointed out several characteristics of the role of the Canadian Labour Congress in developing and defining policies, urging them where appropriate and spreading the message. He also indicated that the Canadian Labour Congress as a national body can deal with related areas in policy, in a leadership and educational role.

> In other words, the whole is more than the sum of the parts. As a result of structural relationships with individual members and unions, the Canadian Labour Congress becomes represented on national bodies whereas in each industry the problems of particular unions are special to each one of them.

On the subject of relationships of government and voluntary organizations, Mr. Fryer made these comments:

> Here it is seen that government initiated program has begun and labour is anxious to co-operate fully. The Canadian Labour Congress has been seen as a responsible organization in this type of relationship for many years. The Canadian Labour Congress will participate in rural development in the same way as others. Specifically, we are anxious that the Congress should be kept fully informed of any programs, either at the national or local level, on which their co-operation might be sought. One effective method of achieving such liaison would be through the CLC's organizational representative on the Canadian Council on Rural Development.[13]

In summary, awareness of the problems of rural areas and the need for long term and short term planning and action calls for greater co-operation and working relationships between government and voluntary organizations. There is a climate of support for developing relationships and an expressed desire on the part of voluntary organizations to be consulted, to be invited to participate, to be given greater representation at policy and decision-making levels, and thus to strengthen their contribution. There is also the prospect of much greater participation by voluntary organizations in local applications of rural development programs.

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[12] Western Reclamation Association, Comments on "Suggested Guide for Comments", June, 1966.

[13] Fryer, *op. cit.*

POTENTIAL ROLE OF THE CANADIAN COUNCIL ON RURAL DEVELOPMENT

At this stage, with only a few months having passed since it was formed, the Canadian Council on Rural Development represents an organization with a potential, rather than a functioning body that can be evaluated in terms of its actual performance. Thus, questions on how the Council should co-operate with other agencies and its own membership could not be answered precisely. As Arthur C. Parks observed, the answers to these questions will evolve only from the work that is now being done. The Council has not yet demonstrated what it can do. No action can be adopted or suggested until the 'homework' is done. Mr. Parks suggested to wait until the committees of the Council have reported, and these can indicate the line of action.[14]

Some expectations - while it is clear that actions could not be assessed, most organizations did make comments about their expectations of the role and functions the Council could perform. A review of comments by organizational representatives gives some indication of these expectations:

1. Information about ARDA and rural development - several organizations brought out their expectations that the Council could provide great assistance by getting the

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[14] Parks, *op. cit.*

notion of ARDA and its programs better known. Information from the Council can be made known to the wide memberships of the organizations represented on it. The National Council of Women saw a contribution to be made to the area of public opinion through the organization of opinion makers. The Canadian Federation of Agriculture thought the Council may be able to be effective at the provincial level in areas where the federal department is limited in what it can do. This was also mentioned by the Conservation Council of Ontario for the promotion of inter-provincial communication, and the exchange of information on what is being accomplished in other places.

Dr. Dorais added that the Council should suggest to the co-operating organizations that they send regular reports on the results of their work to the Council, especially in their function as initiators of ideas or of successful methods and processes to be used in the solution of different local problems. The Canadian Council on Rural Development should then serve as an exchange of ideas and experiences and as a centre for dissemination of information on rural development for the whole of Canada.[15]

2. Identification of principles and trends - the Canadian Federation of Agriculture which had an important role in pioneering the concept of rural development and in stimulating the formation of the Canadian Council on Rural Development looks to the Council to identify principles and trends. ARDA is a detailed program and it is difficult for one organization to do this on its own. Thus the Council can be seen as a means for discharging these responsibilities. If it works well,

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[15] Léo A. Dorais, L'Institut Canadien D'Education des Adultes, interview, August 19, 1966.

the Council will help in finding out what policies might be useful; the member organization will be armed with better information and intersectorial views can come out through participation with other organizations. The Council is regarded as having a bona fide place in ARDA, providing a means for finding ways of making effective contributions, and to bring this about closer relationships are necessary.[16]

Gordon A. Hume commented: "I do believe the Canadian Council on Rural Development is on the correct path when it is seeking to define through research and inquiry from other organizations the nature of the problems so far as rural development is concerned".[17]

3. Policies and views of member organizations - the Council is expected to assist in bringing out the policies and views of its member organizations. Moreover, an opportunity is seen for member organizations to transmit their interests to the Council and vice versa. Specific questions can be raised; and new ways of linking the problems of member groups to rural development programs may be discovered. It was not always clear how organizations might do this: as Mr. O'Brien pointed out, there is a problem of how to relate the needs of fishermen to the Canadian Council on Rural Development.[18]

4. Evaluation of rural development projects - although details on how this function might be carried out were not discussed, John L. Fryer made the observation that

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[16] Kirk, *op. cit.*

[17] Gordon A. Hume, Director, Western Reclamation Association, Moose Jaw, Comments on "Suggested Guide for Comments", July 18, 1966.

[18] C.G. O'Brien, Fisheries Council of Canada, interview, July 20, 1966.

the programs of ARDA should be very carefully and critically evaluated by the Council to see if they are doing a useful job.[19]

5. Special studies and conferences - as the work of the Council progresses, several organizations see a growing importance for special studies and conferences sponsored by the Council. A suggestion for a special study was made by the Indian-Eskimo Association of Canada:

   > Our Association would like to suggest that the Council consider sponsoring a study on the problems Indian reserve communities face in participating in ARDA programs - problems arising out of the Indian Act, Treaty Rights, legal status, etc.[20]

   Mr. Woodsworth suggested it would be possible for the Council to call a national conference on questions of rural development. Such a conference would involve others, including the social services and be planned on a broad scale to relate to the functions of local government. It could examine how resources and responsibilities of local government can be equalized and how services can be made available. The conference could be preceded by a workshop where national position papers from certain specialized concerns were presented.[21]

Other agencies with whom the Council should co-operate - co-operation with other agencies has its basic importance in the notion of participation in rather than superimposition of rural development policies and programs. Attention was drawn to the need for the Council to develop effective relationships at the provincial level. No clear cut indication was given on whether this should be effected through direct representation on the Council, or through other forms of relationship with provincial organizations. This is a separate question requiring further study. Meanwhile, it is possible to see that the situation needs to be evaluated for each province. In some instances, the initiative may have to come through the province - as interviewees in the Province of Quebec appeared to suggest to be the case.

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[19] Fryer, *op. cit.*

[20] McEwen, *op. cit.*

[21] Woodsworth, *op. cit.*

At the local or regional levels were also places where co-operation with other agencies was recommended. Dr. Dorais saw a range of agencies and persons including: 1) professional associations, trade unions and other similar bodies, 2) the educator attached to educational institutions of all types - noting their importance in the future of rural development, 3) religious institutions which represent an extremely well organized and powerful network in local and regional levels; and the kind of work in rural development needs their physical, spiritual and political help to succeed, 4) local leaders, 5) the political structure, especially its power figures, such as mayors, councillors, etc.[22]

Ongoing local bodies and Chambers of Commerce were mentioned several times as having fairly important influence, especially in the promotion of local interests. In the Province of Quebec, several continuing organizations were mentioned: Le Conseil d'Orientation Economique du Bas St-Laurent, Le Conseil Regional d'Expansion Economique de la Gaspesie et des Iles-de-la-Madeleine, Le Conseil de la Co-operation de Quebec, Association des Federations des Co-opératives (agriculture, production, fisheries, consumption, insurance), and Les Services Diocesains.

Administrative operation of the Council - in addition to putting forward some expectations for the Canadian Council on Rural

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[22] Dorais, *op. cit.*

Development, and making suggestions on other agencies with whom it might co-operate, member organizations also commented on what the council should do to operate effectively.

From several statements made, one of the key elements of strength and opportunity for the Council lies in its having and maintaining sufficient independence, whether this may be necessary to take a stand, or to be critical. According to the Canadian Federation of Agriculture the Council should run its own business; organizations should be represented formally; it should have access to its own technical resources; have the right to publish and call its own meetings. Among these attributes the importance of publication of its reports and the results of its findings was emphasized: the potential for the development of the Canadian Council on Rural Development requires planning of publication as a matter of principle. The example of the tradition of the Economic Council of Canada was cited as good practice.[23] Three other organizational representatives also singled out the necessity for the Council to be able to publish when it analyzes rural problems and the policies needed, as well as those already implemented. The significance of this was further explained by Mr. Kirk:

> I think that the Council must not function in such a way that policy formation becomes a process of merely trying to reconcile, compromise or assert organizational positions to which members are already committed. If you don't have publication then organizational representatives will tend to be judged too greatly on their success in 'putting across' their organization's position. The assumption underlying the Council is that given study, concensus and constructive concensus, can be reached, but this does not mean that disagreement will be eliminated.[24]

By becoming a member of the Council, the organization does not give up its right to disagree, and in several instances representatives made this point. In general, organizations wish to co-operate with others in identifying problems, but seek to make their own representations separately.

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[23] Kirk, *op. cit.*

[24] *Ibid.*

What the individual organizations expected from their membership in the Council was never stated in a narrow sense. Throughout the study, responses by all organizations were directed at the very real needs for rural development and the contribution that they, working with others, might make and hoped to make to that end.

In conclusion, from the views of its member organizations, the Canadian Council on Rural Development emerges clearly as a hope for the future. It has been founded on the principle of closer relationship between government and voluntary organizations, and has a separate identity. Its role and functions differ from other bodies and it can perform tasks and stimulate activities appropriate to different levels - from action at the local level to policy and research at the national. Through its relationships to the Department of Forestry and Rural Development its role is to advise the Minister on the scope, direction and implementation of rural development policy and program. Moreover, member organizations represent in their own memberships a network of associations that reach into every corner of Canadian social and economic life - in rural and urban areas. As has been seen there is much to be done to build awareness of rural problems and rural development policies and programs - a significant challenge for the Council and all its member organizations.

APPENDICES

A. LIST OF MEMBER ORGANIZATIONS OF THE CANADIAN COUNCIL ON RURAL DEVELOPMENT

B. COMMITTEE FOR THE DOCUMENTATION OF ORGANIZATIONS' VIEWS - GUIDE FOR SUGGESTED AREAS FOR COMMENT

C. DISCUSSION ON PROBLEM FORMULATION

D. AN EXPLANATION OF THE FEDERAL-PROVINCIAL RURAL DEVELOPMENT AGREEMENT 1965-1970 - PREPARED BY ARDA ADMINISTRATION

E. SELECTED BIBLIOGRAPHY

APPENDIX A

CANADIAN COUNCIL ON RURAL DEVELOPMENT

LIST OF MEMBER ORGANIZATIONS

Agricultural Economics Research Council of Canada

Atlantic Provinces Economic Council

Canadian Association for Adult Education

Canadian Chamber of Commerce

Canadian Federation of Agriculture

Canadian Forestry Association

Canadian Labour Congress

Canadian Welfare Council

Canadian Wildlife Federation

Confédération des Syndicats Nationaux

Conservation Council of Ontario

Conseil d'Orientation Economique du Bas St-Laurent

Co-operative Union of Canada

La Fédération des Caisses Populaires Desjardins

Fisheries Council of Canada

Indian-Eskimo Association of Canada

Institut Canadien d'Education des Adultes

National Council of Women

National and Provincial Parks Association

National Farmers Union

L'Union Catholique des Cultivateurs

Western Reclamation Association

APPENDIX B

CANADIAN COUNCIL ON RURAL DEVELOPMENT

COMMITTEE FOR THE DOCUMENTATION OF ORGANIZATIONS' VIEWS

Guide for Suggested Areas for Comment:

1. Will you please prepare a list of the major unsolved problems in rural communities as seen by your organization.

   Will you briefly describe each problem indicating who sees the problem, who is affected by it, how they are affected, and why your organization sees it as important. What in your opinion are the causes of the problems, and which ones have emerged in the past five to ten years.

2. From the above problems you have identified, will you select any one(s) with which your organization has a particular concern. What is the role of your organization with respect to the problem? How is your organization involved? With whom is your organization involved, and if possible specify what the relationships are between your organization and others. What are you trying to do about the problem? What actions has your organization taken within the past six months or so? What actions might your organization take with respect to the problem within the next year or so?

3. If in the last five to ten years changes have occurred in the rural problems with which your organization is familiar, how has your organization responded to this situation? Has it increased or decreased activities in respect to these problems?

   In summary form, will you outline activities of your organization related to rural development. (Reference to organization printed material, annual reports, etc., would be helpful). Please indicate which have been formulated in the past five to ten years.

4. From the standpoint of the purposes and activities of your organization, what do you consider to be desirable objectives of rural development programs?

5. What are the views of your organization at this time on how these objectives can best be achieved? Has your organization any suggestions on the methodology for the implementation of a good rural development program?

6. Has your organization had any direct experience in an ARDA project? If so, will you comment on the successes or failures of this experience?

7. What does your organization see as the need for public information on rural development?

8. How can your organization co-operate with rural development programs to best advantage?

9. What in the view of your organization should be the relationship between government and voluntary organizations on rural development programs? To what extent can voluntary organizations act to resolve problems in rural development?

10. Does your organization have any views on who should be the local agency initiating rural development projects?

11. What in the opinion of your organization are the strengths and weaknesses of ARDA for rural development?

12. Has your organization any suggestions for the Council to co-operate with other agencies for the implementation of the ARDA program?

13. How can the Canadian Council on Rural Development best serve the interests of your organization?

APPENDIX C

DISCUSSION ON PROBLEM FORMULATION

Assumptions and Hypotheses

To give a guide for any observation that might be made on the views and factual information to be gathered, and to provide a basis for giving meaning to them, the Committee gave consideration to both assumptions and hypotheses of the study at its meeting on October 28th in Montreal. It had been decided previously that no advance specification would be provided for the major concepts.

By assumptions, it was meant: the propositions taken as given in a particular situation. Three types of assumptions were considered:

A. Value - expressing value goals of society. These are stable for a long period of time, and cannot be converted into hypotheses for empirical testing.

B. General - although they may involve some value elements - they express the means by which at a particular time certain values are believed best achieved. They are subject to change and can be tested empirically.

C. Particular - specified in relation to the particular situation, selecting certain variables, and not others.

Assumptions

A. Value Assumptions:

1. That Canadians agree that problems in rural development are important enough to warrant major involvement of governments

and voluntary organizations in discovering ways and means of coping with them, and achieving solutions; and that if necessary large outlays of public funds are justified for these purposes.

2. That rural development means the development of physical and human resources, and that the objectives of rural development are achieved when resources are developed wisely and equality of opportunity for human development exist across the country.

B. General Assumptions:

1. That there is lack of concensus in Canada at this time on the emphasis that should be given in rural development programs to physical resource development in comparison with human resource development.

C. Assumptions particular to the study:

1. That the study is seeking both positive and negative responses to rural development policies, programs and methods.

2. That the study does not seek a philosophical discourse on rural development but does seek to encompass a wide range of views.

3. That the organizational representative is in a position to speak for the organization with respect to its views on rural development, or that he will have access to these views through association with key individuals in the organization who are competent through knowledge and experience to reflect these views.

4. That most organizational members of the Canadian Council on Rural Development will have made some attempts in the past to present their views on aspects of rural development. Documentation of these views are available from the records

of the organizations, whether in briefs, minutes, resolutions, publications, etc.

5. That by accepting membership in the Canadian Council on Rural Development, organizations have made some commitment to work co-operatively on rural development programs.
6. That it is important for member organizations of the Council to place rural development on the agenda of their governing bodies, if this has not already occurred.
7. That views will differ on the emphasis given to the utilization of differing methodologies for achieving rural development objectives.
8. That views will differ on the ways voluntary organizations can best relate themselves to governmental policies and programs of rural development.
9. That there is likely to be some concern about the nature of the relationship of the planning and execution of rural development programs to the involvement of people affected by these programs.

Hypotheses

A hypothesis was taken to mean:- a proposition, a conjecture regarding the relationship among specified phenomena, which is not asserted to be true - the purpose of the study is to determine the credibility of the hypotheses selected. It was further recognized that the hypotheses must be stated in terms of the goals of the particular investigation. Three types of hypotheses could be considered:

1. ones that simply state that relationships exist
2. they may specify what the relationships are
3. they may offer an explanation of the relationships.

While more precise specification of hypotheses could be seen as desirable, the more open-ended nature of the inquiry appeared to be such that the results of the pilot project might lead to useful hypotheses for future studies. In the meantime, a listing of points that simply indicate possible relationships was drawn up, recognizing that many of them were outside of the scope of this type of study to test.

Preliminary listing of hypotheses

1. That views need to be identified and directed toward rural development policies and programs.
2. That there is a body of opinion within member organizations of the Canadian Council on Rural Development which in turn relates to large numbers of Canadians and that views of these organizations can exert some influence on governmental policies and programs in rural development.
3. That to be effective, rural development programs require co-operation of governmental and voluntary organizations although views on the nature of activities may differ or be in conflict.
4. That member organizations will tend to view problems (and questions raised in the study) largely from the point of view of the purposes and membership interests of these organizations.
5. That it is likely there will be areas of general agreement among member organizations, but there will be important areas where agreement will not be found, and this may have a relationship to the special orientations and functions of these organizations.
6. That communication is important - within the Canadian Council on Rural Development (CCRD); CCRD to Minister of Forestry and Rural Development; CCRD to ARDA; federal - provincial and local.

7. That working relationships are essential between government and voluntary organizations in this field, and there are particular functions voluntary organizations can perform, which cannot be performed by government in relation to rural development.
8. That it is likely each organization will in some way seek to influence the course of rural development policies and programs.
9. That the knowledge and experience with rural development problems by member organizations will depend upon the degree of importance this area has to the total purposes and activities of each organization.
10. That the findings of the study may have a future impact on policies and programs of rural development.
11. That the findings of the study have a potential relationship to future program emphasis selected by CCRD.
12. That the findings of the study have a potential relationship to the future responses of organizational members within CCRD - and in relation to their own programs and the emphasis given to rural development.[1]

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[1] The overall approach taken on problem formulation was guided by the article "Problem Identification and Formulation" by Lillian Ripple in Norman A. Poliansky ed. Social Work Research (Chicago: University of Chicago Press, 1960), pp. 24-47.

APPENDIX D

AN EXPLANATION OF THE FEDERAL-PROVINCIAL RURAL DEVELOPMENT AGREEMENT 1965-1970

Prepared by ARDA Administration

On June 22, 1961, the Parliament of Canada assented to an Act "to provide for the Rehabilitation of Agricultural Lands and the Development of Rural Areas in Canada". The short title of the Act was changed by Parliament in 1966 to "Agricultural and Rural Development Act (ARDA)".

The ARDA legislation was designed to help rural people adjust to the economic, social and technological changes which have affected their livelihood. According to the 1961 Census of Canada, about 177,000 farm operators sell less than $2,500 worth of produce annually, and nearly 300,000 rural non-farmers have annual incomes of less than $3,000.

ARDA is a federal Act, but the ARDA program is federal-provincial, with each province responsible for initiating projects and programs, carrying them out, and sharing approximately half the costs. The federal government, in addition to sharing in the costs of projects, may provide technical assistance to a province if this is requested, and the federal government has some responsibility for developing programs of information - both technical and general - and for working toward improved co-ordination of the programs of all agencies concerned with rural socio-economic development. Research in the national interest is a responsibility of the federal government.

THE FIRST GENERAL AGREEMENT - 1962-1965

The first federal-provincial General ARDA Agreement was signed between the federal government and each province in 1962, and terminated on March 31, 1965. Under the Act and General Agreement, federal-provincial programs of soil and water conservation, alternate land use, rural social and economic development, and research could be carried out. To assist the provinces in their undertakings to strengthen and improve the rural economy the federal government made available a contribution of $50 million during the term of the Agreement.

The Agreement laid down the operating procedures for implementation of the ARDA program. In addition to sharing the costs of physical, social and economic research concerning any of the projects or programs initiated by a province under the Agreement, the federal government undertook to pay all the costs of research projects having Canada-wide implications.

Provision was made for a nation-wide land resource inventory, whereby economic and social data may be related to land capability - not only for agriculture but for recreation, wildlife production and forestry. The General Agreement was considered to be a pilot agreement. Practical operation of the ARDA program during its three-year term would provide the experience needed to arrive at an improved, longer-term federal-provincial Rural Development Agreement. Under the first General Agreement, 729 ARDA projects were initiated, with a total shareable cost of $61 million, involving a federal government contribution of $34.5 million.

THE RURAL DEVELOPMENT AGREEMENT - 1965-1970

By mid-summer of 1965 a new Rural Development Agreement had been signed by each province and the federal government.

The Rural Development Agreement provides for a federal contribution of up to $25 million per year for five years to projects shared by the federal and provincial governments.

Increased emphasis is placed on programs to assist rural people to re-establish in new employment or resettle in areas where opportunity may be better. New emphasis is placed on alleviation of poverty by means of broad, comprehensive development programs.

If a province so desires, the ARDA program may be applied to Indian lands and Indian people. Greater attention is paid to the training of Rural Development Officers, and to the development of training facilities for community leaders.

PROGRAMS UNDER THE RURAL DEVELOPMENT AGREEMENT

The specific form of the ARDA program may vary from province to province according to the policies of the provincial governments. The following categories of project can be carried out under the new Agreement:

1. Research
2. Land use and farm adjustment
3. Rehabilitation
4. Rural development staff and training services
5. Rural development areas
6. Special rural development areas
7. Public information services
8. Soil and water conservation.

APPENDIX E

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